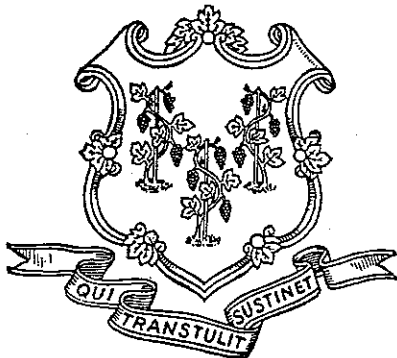


Department of Income Maintenance

General Assistance Program

Connecticut

General Assembly



LEGISLATIVE
PROGRAM REVIEW
AND
INVESTIGATIONS
COMMITTEE

December 1984

CONNECTICUT GENERAL ASSEMBLY

LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE

The Legislative Program Review and Investigations Committee is a joint, bipartisan, statutory committee of the Connecticut General Assembly. It was established in 1972 as the Legislative Program Review Committee to evaluate the efficiency and effectiveness of selected state programs and to recommend improvements where indicated. In 1975 the General Assembly expanded the Committee's function to include investigations and changed its name to the Legislative Program Review and Investigations Committee. During the 1977 session, the Committee's mandate was again expanded by the Executive Reorganization Act to include "Sunset" performance reviews of nearly 100 agencies, boards, and commissions, commencing on January 1, 1979.

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PERFORMANCE AUDIT

THE DEPARTMENT OF INCOME MAINTENANCE:
GENERAL ASSISTANCE PROGRAM

LEGISLATIVE PROGRAM REVIEW AND
INVESTIGATIONS COMMITTEE

DECEMBER 1984

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RECOMMENDATIONS

Policy Manual

The Department of Income Maintenance shall rewrite the general assistance manual by July 1, 1986. This manual shall be written based on a standard of plain language similar to that described in Section 42-152 and Chapter 676a of the Connecticut General Statutes. The manual shall include: an index for frequent referencing, and a separate section or manual describing specific procedures to follow in order for policy to be clarified.

Quality Control

In order to identify possible areas of client and agency error or implementation problems, the general assistance unit should: conduct a periodic social security match of those on general assistance in each town; document policy and procedural questions raised via telephone and office visits by local welfare staff; and analyze results of fair hearings and audits.

The Department of Income Maintenance shall have the statutory authority to conduct audits of all General Assistance programs in the towns. The audit program shall be implemented through regulations and include the following functions:

- an independent verification of motor vehicles ownership, unemployment compensation and registration with the Connecticut State Employment Service using records at the Department of Labor and the Department of Motor Vehicles;
- a financial review of each town's accounts;
- a selection and sampling methodology for choosing cases to be reviewed in each town; and
- a case review of compliance with significant eligibility and workfare regulations.

The Office of General Assistance should develop a system to rectify the problems identified in the analysis of data from town questions, fair hearings, and audits. A corrective action system, that identifies the need for policy regulation changes, clearer procedural explanations and training programs, should be instituted.

The Department of Income Maintenance shall be given statutory authority to implement the current program providing for sanctions to be imposed against towns that are found in noncompliance as a result of an audit.

Training

The Department of Income Maintenance shall develop formal training programs that local welfare administrators and direct service staff shall be required to attend. This program shall consist of:

- minimum of 40 hours of training for new staff and administrators within the first six months of beginning in the position;
- twenty hours of training yearly for current local welfare officers, including a review of current and new state policies; and
- specific training sessions shall be held within three months of implementation of major policy changes.

Annual Report

The Department of Income Maintenance shall prepare and issue an annual report to the General Assembly, to each town in the state, and to any person of the general public who requests it. The report shall be issued each September for the previous fiscal year, and contain, in addition to staff and budget information, a summary of the activities for the previous year, goals and objectives of the unit for the upcoming year, general assistance data, and analysis on trends in the General Assistance program.

Hospital Referrals

Require the Department of Income Maintenance to assume responsibility for all hospital referral cases under the General Assistance program.

Flat Grant

The Department of Income Maintenance shall institute a two-part flat grant payment system for providing general assistance to clients replacing the current system.

- one part shall consist of payments for living expenses; and
- one part shall consist of payments for rental expenses.

Either part may be granted on an as-needed basis, but when granted must be granted in its entirety. Income and other available resources will continue to be subtracted from the grant.

The department shall develop a three-region weighted payment system for the state based upon each region's cost-of-living. The flat grant shall be determined by the weighted payment system.

Towns, with department's approval, may provide emergency expenses for clients in need.

Administrative Waiver

The commissioner of the Department of Income Maintenance shall be given statutory authority to grant administrative waivers regarding general assistance. The procedures for granting of waivers shall be established in regulation, and such waivers should be case-specific and not apply to basic eligibility requirements. Further, the department shall inform all towns in writing, on at least a quarterly basis, of all types of administrative waivers granted for that period.

Resource Allocation

The Department of Income Maintenance should allocate resources of staff with specialized skills and specified job descriptions to enable the general assistance program to fulfill the following additional functions:

- timely development of regulations;
- adequate training of local welfare administrators and staff;
- research and analysis of data and technical program effectiveness;

- consultation for development of jobs and job training programs; and
- expert organizational consultation to the administrators of local welfare programs to facilitate organizational change necessitated by regulation and statutory mandates.

Review of Eligibility Requirements

The Office of General Assistance should examine all eligibility criteria and procedures, and eliminate those that are obsolete or unworkable.

CHAPTER I

INTRODUCTION

Selection of the Program

In 1983, the Connecticut General Assembly passed "An Act Concerning Performance Audits for State Agency Programs," (P.A. 83-446) requiring the Legislative Program Review and Investigations Committee to audit selected areas within the Department of Income Maintenance. In concert with the chairpersons and ranking members of the Appropriations, Human Services, and the Government Administration and Elections committees, and members of the appropriations subcommittee overseeing the Department of Income Maintenance, the program review committee met to select three programs within that department for a performance audit.

One of those programs selected was the General Assistance program. While general assistance in Connecticut is considered a local program, approximately 90 percent of the costs come from the state's general fund. The program's costs have grown at an extraordinary rate in recent years--from a total expenditure of \$42,547,412 in state FY 81 to \$83,540,795 appropriated for FY 85. Further, since the program is operated at the local level, the state legislature has never reviewed general assistance in detail. For these reasons, the selection committee chose general assistance as one of the programs to be audited.

Scope of the Audit

During the course of this performance audit conducted by the program review committee the following aspects of the General Assistance program were examined: 1) procedures for operating the program at the state and local levels; 2) resources devoted to the program at the state and local levels; 3) knowledge of local general assistance workers in applying policy; 4) uniformity of assistance granted recipients among towns; 5) characteristics of the general assistance client-population as well as a profile of local workers administering the program; and 6) operations of similar programs in other states.

One area that was not examined in depth was the Mandatory Supported Work, Education and Training (Workfare) Program. While this report notes how workfare relates to general assistance as an eligibility requirement, it does not attempt to evaluate how towns are administering the Workfare program, nor whether the program is meeting its purpose. It was determined that any review of workfare should be a separate study for two major reasons. First, the mandatory program has only been operational since 1981. Second, a review of workfare would take substantially more of the program

review committee's time and resources than could be devoted in this audit.

Methodology

The Legislative Program Review and Investigations Committee used a variety of research techniques to gather and analyze information for this study. These included data gathered using two separate town samples, a survey of all Connecticut towns, interviews with local general assistance officials, and meetings with the department's general assistance staff and members of the Connecticut Association of Local Administrators of General Assistance (CALAGA). Client data, obtained from the Department of Income Maintenance's computerized general assistance application system, were also used extensively for this audit.

One of the samples used by the program review committee consisted of 16 Connecticut towns. The towns were chosen based on six criteria: 1) geographic location; 2) total population; 3) general assistance case load; 4) percentage of the department's general assistance budget; 5) urban/suburban/rural configuration; and 6) recipients-to-total-population ratio. For a more detailed discussion of the selection methodology and a listing of the 16 towns, see Appendix A.

Interviews were held by program review staff with each of the administrators in the 16 towns, who described forms, procedures, systems, and policies used in providing assistance in each of their towns. In addition, committee staff administered a policy questionnaire to the general assistance workers in the 16 towns. Designed by Department of Income Maintenance policy consultants and program review staff, the questionnaire used a total of 33 questions in five different program areas to evaluate the workers' knowledge of the program's policy and procedures. (See Appendix B.)

In three of the 16 towns--Hartford, Middletown, and Brooklyn--committee staff reviewed a random sample of 80 case files, selected from cases previously reviewed by Department of Income Maintenance internal auditors, to determine if there were any discrepancies between the findings of the auditors and the committee.

Another sample used for this performance audit was a 20-town sample, which included the 20 towns in the state having the largest general assistance case loads. (See Appendix D). Six of the towns included in this sample were also in the 16-town sample. While no specific data were collected in these towns, data gathered through other sources were compared among both samples and all

towns in the state. In many instances, data for these 20 towns were readily available from the department, since the top 20 towns are often used in computer runs made by the department.

To gather more information about general staff assistance locally, the program review committee distributed a survey to all 169 towns. In this survey, the committee attempted to: profile local general assistance staff; determine the amount of resources devoted to the program; estimate the time devoted to various functions in general assistance; and assess workers' attitudes about the Department of Income Maintenance's performance and the program in general.

Program review staff also attended several of the monthly meetings held by the Connecticut Association of Local Administrators of General Assistance, and met once with this group's executive officers to discuss issues pertinent to general assistance.

During the course of the review, committee staff also met with staff of the Department of Income Maintenance's Office of General Assistance, attended two of the meetings held between the department's staff and representatives of the state's five largest cities, met with a representative of New Haven Legal Assistance; and attended workshops conducted by Department of Income Maintenance staff to acquaint towns with the agency's new automated system for general assistance.

The program review committee also examined: relevant state statutes; information from the U.S. Census Bureau; the income maintenance department's general assistance policy manual, bulletins, files, and other documents; budget materials; data obtained from the department's automated system; and data accessed through the Connecticut Department of Labor's computer system and its unemployment statistics.

The Legislative Program Review and Investigations Committee also held a day-long public hearing to gather information on all three areas subject to audit. The committee heard testimony from legislators, invited members of the department, and interested parties on various aspects of each program.

Report Outline

The report contains six chapters beginning with this introduction. Chapter II, entitled Program Overview, contains a discussion and analysis of the growth in Connecticut's General Assistance program including an examination of various areas such as case loads and expenditures, and develops reasons for their growth. The chapter also compares general assistance programs in other states with Connecticut's program.

The third and fourth chapters contain descriptions of the state and town roles in administering the general assistance program. These two chapters describe the statutory and policy responsibilities required of the state and towns.

Chapter V describes and analyzes the towns' implementation of general assistance. This chapter details the variability in the program among the towns and describes the nature of the client population. Major problems found in the program are also presented here.

The final chapter, Chapter VI, puts forth the findings and recommendations made by the Legislative Program Review and Investigations Committee.

Acknowledgement

The Legislative Program Review and Investigations Committee would like to express appreciation to all the towns in the state, especially those in the 16-town sample, for the cooperation given to the committee and staff during this audit. The administrators took time to demonstrate their procedures, answer committee staff's questions, allow staff to administer the policy survey, and respond to the staff profile questionnaire. They did all this in a friendly and accommodating manner. For all this we are grateful.

CHAPTER II

PROGRAM OVERVIEW

General assistance is financial aid provided by Connecticut towns to individuals and families in need. The General Assistance program is administered by local government in all 169 Connecticut towns but is largely paid for by the states. Local governments are reimbursed for 90 percent of the program costs of providing assistance to the needy. The state, through the Department of Income Maintenance (DIM), establishes general policy guidelines for determining eligibility, the amount of assistance provided, and the needs covered.

A discussion of the growth in both the general assistance case load and expenditures, and a comparison of Connecticut's program with other states are presented in this chapter.

Program Growth

General assistance in Connecticut has increased steadily in case load and expenditures since 1974. There were 9,163 cases in state FY 74 compared to a projected case load of 23,679 for FY 84, an increase of 158 percent. The program review committee examined several factors put forth as contributing reasons for this growth.

In the 1983 annual workfare report to the Connecticut legislature, the Department of Income Maintenance cited three basic reasons for the increased in general assistance case load: 1) the elimination of the state Connecticut Aid and Medical Assistance to the Disabled (CAMAD) program; 2) federal cutbacks to state-administered programs; and 3) the increase in the state's unemployment rate.

Termination of CAMAD. In 1981, the Connecticut General Assembly terminated the Connecticut Aid and Medical Assistance to the Disabled program. Of the 1,411 cases in that program during its last year of existence (state FY 81), the department's workfare report stated that 1,060 cases came on to the general assistance rolls. While the committee did not further examine the CAMAD program's termination as a factor in general assistance case load growth, it should be noted that the number is minimal in terms of the General Assistance program's overall population growth.

Cutbacks in federal programs. According to the department, the federal Omnibus Budget Reconciliation Act of 1981, which called for federal program cutbacks, contributed an additional 400 cases to the General Assistance program. This figure is at best approximate, since until 1983, when the department began compiling

client data collected on the application forms, there was no reliable way to verify this number.

However, program review examined the case loads of those federal and state programs the reduction of which would most likely generate additional general assistance cases. The committee did not find the substantial case load decreases that were expected. Table II-1 shows the case loads of three separate programs--AFDC, SSI-Disabled, and State Supplement for SSI-Disabled.

Table II-1. Case Loads for Three Entitlement Programs.

<u>Program</u>	<u>State FY 81</u>	<u>State FY 82</u>	<u>State FY 83</u>
AFDC	47,985	45,556	43,581
SSI-Disabled*	16,137	16,150	17,113
State Supplement to SSI-Disabled	6,186	6,429	6,729

* The figures for the SSI-Disabled are based on the calendar year rather than the state fiscal year.

As the table shows, the only case load decrease occurred in the AFDC program; the others increased. However, general assistance family cases, i.e. those having dependent children (which would include any terminated AFDC cases) did not experience the same growth rate as individual cases on general assistance. In fact, the 1983 departmental workfare report cited that in FY 82--after the federal cutbacks--family cases actually decreased by 12.5 percent while single cases grew by 31.5 percent.

During interviews with administrators in the 16-town sample a few pointed to those clients terminated on SSI as a contributing factor to the increase in general assistance case loads, while other administrators said they saw no relationship between SSI and local assistance population growth. The increase in both SSI-Disabled and State Supplement to the Disabled cases seems to bear out the latter view.

The 1983 income maintenance report attributes the increase in the unemployment rate as a growth factor in general assistance. However, program review analysis of general assistance case loads and unemployment rates shows that there is little relationship between the two. For example, the unemployment rate in Connecticut has been steadily declining since 1981--from approximately 7 percent in 1981 to an estimated 4.6 percent for 1985--while the general assistance population has been growing at a steady pace.

As the time-series data for the years 1974 to 1984 indicate in Figure II-1, case load has been increasing at a rapid rate since 1978. Figure II-2 compares case load with unemployment over the same 1974 to 1984 time period. It shows a trend of unemployment declining since 1980 and case load for general assistance rising dramatically. (It is important to note that the scale on Figure II-2 has been adjusted to allow for the comparison of numbers of differing size.) Therefore it appears that trends in the state's overall unemployment rate were not very good predictors of increases or decreases in the general assistance case load.

To further examine the relationship between unemployment and case load, town data was analyzed for a single time period. In an analysis of the 16-town sample, the ratio of a town's case load to population in 1982 and 1983 was compared with each town's unemployment rate for the same period. In the 16 towns, the recipient-to-population ratio for 1982 and 1983 was correlated (r) with the town's unemployment rate. For 1982, $r = .21$ and for 1983 $r = .22$ indicating a weak association between unemployment and the recipient ratios in the 16 towns. The 1982 unemployment rate was correlated with the 1983 recipient ratio to measure the delayed effects of unemployment, but the association was still very weak-- $r = .24$.

A similar comparison was made with the largest 20 towns, where the association was somewhat stronger. For 1982 and 1983 the correlation coefficients (r) were .36 and .41. The delayed correlation coefficient for the 1982 unemployment rate and the 1983 recipient ratio was .37.

For both the 16-town sample and 20 largest towns, the correlation coefficients were not statistically significant. Based upon this analysis, there was not a good association between unemployment and a town's case load. This evidence, along with state wide trends in unemployment and general assistance, leave suspect the notion that Connecticut's overall unemployment is a major contributing factor to case load growth.

Further analysis indicates that two more likely reasons are population demographics and possibly client migration. Client case load size and composition (which will be described in more detail in a later section) as well as trends in Connecticut's general population seem to provide a better explanation for case load growth. While limitations in the data available preclude the committee from determining conclusive reasons for the program's growth, factors mentioned above merit more detailed examination.

Figure II-1. General Assistance Case Load in Connecticut 1974-1984.

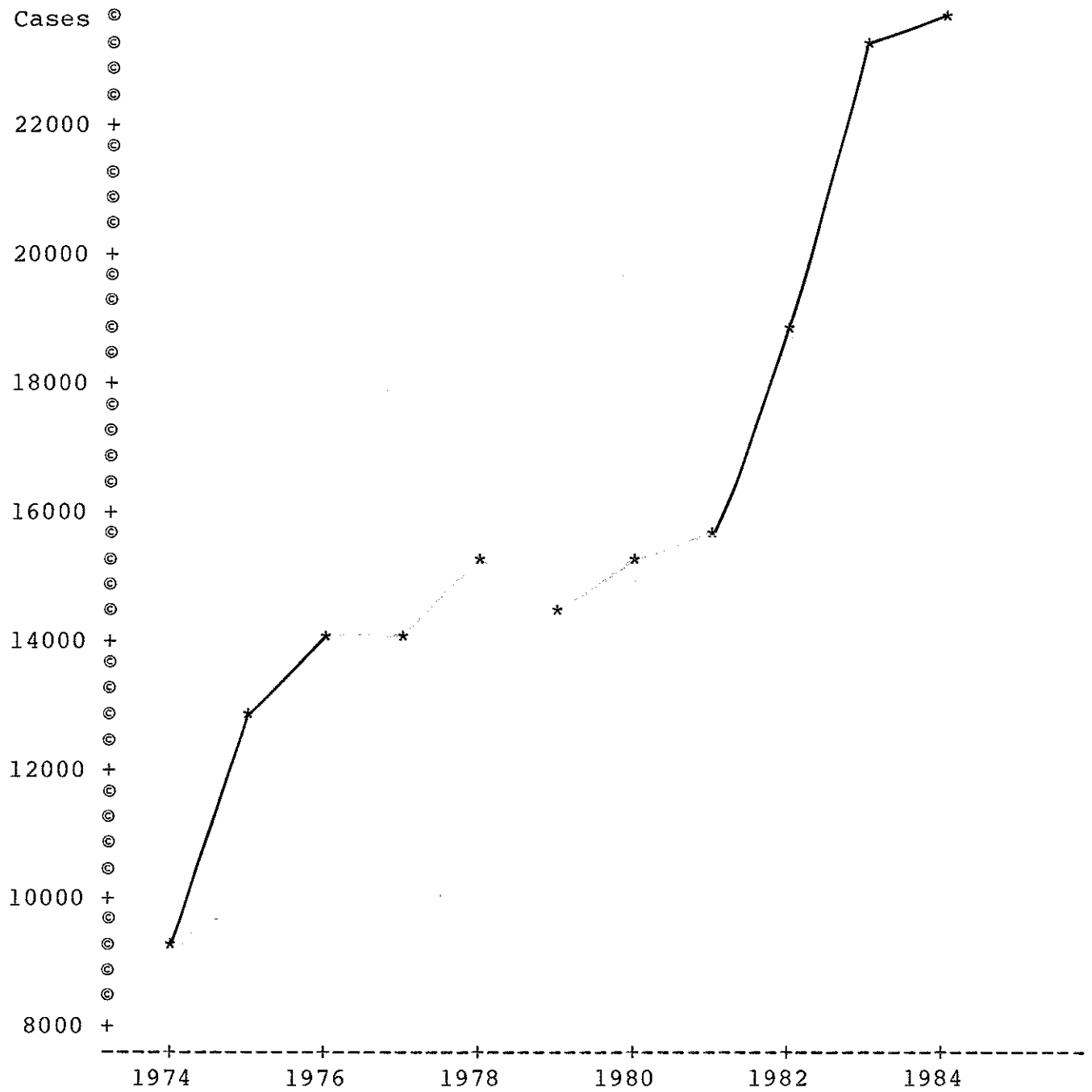
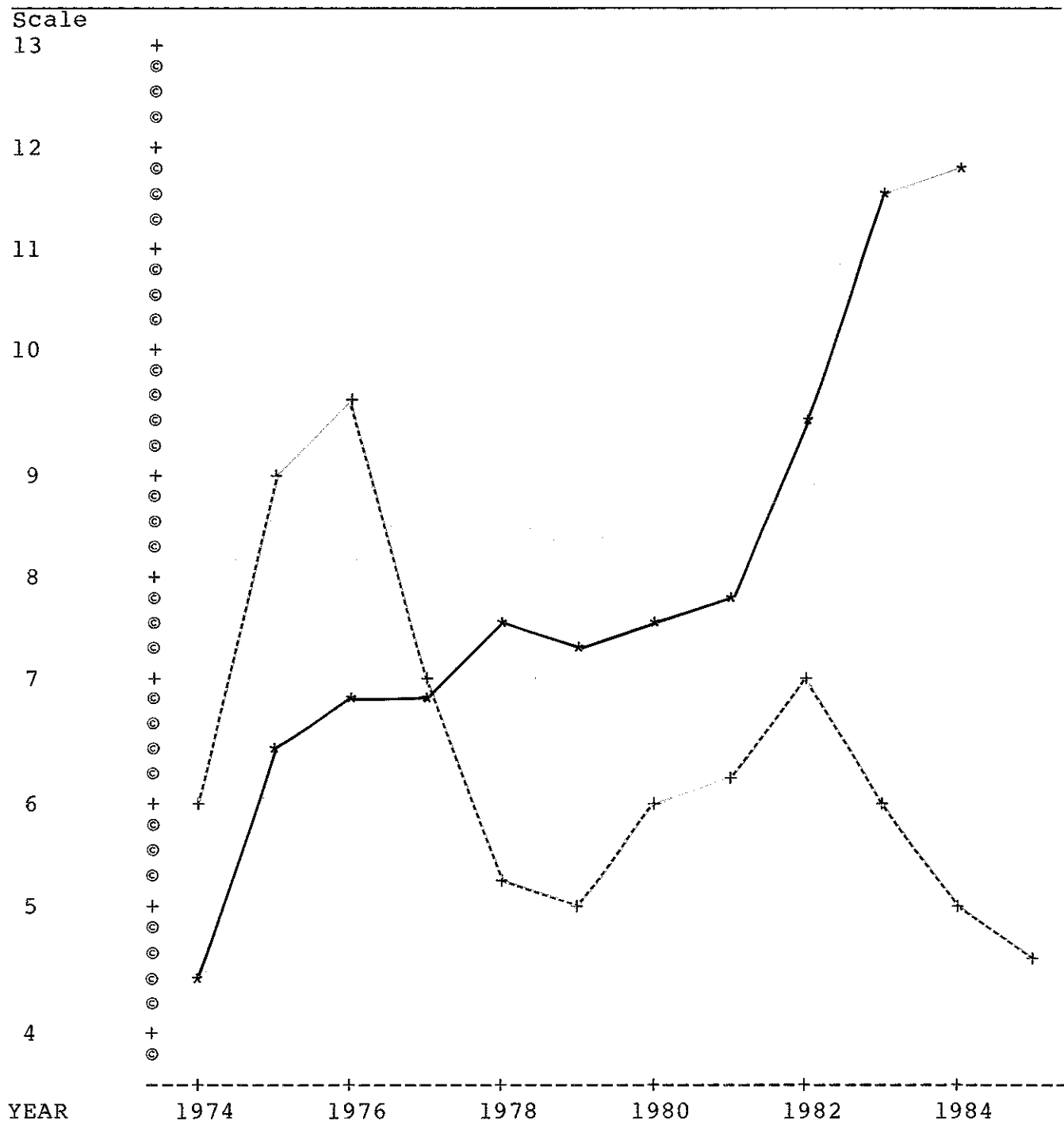


Figure II-2. General Assistance Case Load Compared with Unemployment in Connecticut 1974-1984



SCALE: Unemployment=the percentage unemployment rate -----
 Caseload=the number x 2,000

Client demographic data indicate that 33 percent of the current general assistance population is under 24 years of age. Thirty-four percent are between the ages of 25 and 34 for a total of 67 percent of the general assistance population falling below the age of 34 years.

In light of this, the general population trends in Connecticut were examined. Using census data, figures were compiled for various age groups covering the years 1960 to 1990. The analysis showed there were substantial overall increases in the state's population in the two age group (15-24 and 25-34) categories. Coincidentally, two-thirds of the current general assistance case load also falls within this 15 to 34 year old age group. The 15 to 24 year old age group in the state population increased by 72 percent from 1960 to 1980. According to state demographic predictions this age group will peak at 567,143 in 1985. Significant growth--approximately 45 percent--in the 25 to 34 year old population also occurred during the same period. Between 1980-1990, growth of this age group is predicted to increase an additional eight percent to 528,655. Appendix E gives a detailed description of the population trends for all age groups from years 1960 to 1990.

Figure II-3 presents a bar chart of the two age groups, 15-24 and 24-34, that comprise the majority of general assistance clients. The chart illustrates the population growth in each group from 1960 to 1990. At the top of each bar is the percentage increase or decrease for that age group over the previous year.

The 15 to 34 year old age group comprises a substantial proportion of the general assistance case load. Unfortunately, historical data are not available to evaluate whether there has been a commensurate increase in general assistance cases for this particular group since 1960. However, it is reasonable to assume that the increase in the state population within this age group contributes in part to the increase in general assistance case load.

Another contributing factor to the increase may be migration of clients to Connecticut. Client demographic data indicates that 25 percent of the current recipients have resided in the state less than six months. Again, due to the absence of historical data, it cannot be determined if this percentage of newly arrived recipients has been constant over the past decade. If the latter were true, then migration to Connecticut would also be a factor in accounting for the increase in general assistance cases.

Figure II-3. Trends In Connecticut Population by Age
Group:1960-1990.

Population
(1,000's)

				12%		1.1%			
⊙				***		***			
⊙				***		***		6%	
⊙		60%		***		31%		2%	
500 +		***		***		***		-11%	
⊙		***		***		***		***	
⊙		***		***		***		***	
⊙		***		***		***		***	
⊙		***		***		***		***	
400 +		***		15%		***		***	
⊙		***		***		***		***	
⊙		***		***		***		***	
⊙		***		***		***		***	
⊙		***		***		***		***	
300 +		***		***		***		***	
⊙		***		***		***		***	
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⊙		***		***		***		***	
200 +		***		***		***		***	
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100 +		***		***		***		***	
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⊙		***		***		***		***	

1		2		1		2		1		2		1		2	
1960		1970		1980		1985		1990							

Age Group: 1 = 15-24 Years
2 = 25-34 Years

Both reasons, growth in population under age 34 and migration, require further study. If the growth in the general population has contributed to the increase in the case load, then further general assistance increases may be predicted using

population trends. Migration to Connecticut has policy implications concerning the general assistance program. Understanding the importance of each, along with the gathering of appropriate time-series data, would substantially improve the department's ability to formulate program policy for general assistance.

Expenditure Growth

Along with case load growth, expenditures for general assistance have also increased. In nominal dollars, costs have risen from \$12,926,544 in FY 74 to an estimated \$80,980,955 for FY 84. In constant 1974 dollars, the 1984 figure amounts to \$42,847,066. In 1974 the average monthly cost per case was \$117 and stood at \$285 in 1984. Discounted for inflation, the real average monthly figure for 1984 is \$150.

Table II-2 depicts the expenditures in the separate categories over a four-year period and as the table shows, the greatest growth has occurred in the hospital and medical areas.

To gauge the extent of these increases and determine whether they could be attributed to increases in the price of medical services alone, the program review committee compared percentage growth in the medical and hospital categories between AFDC and general assistance. The results appear in Table II-3 and Figures II-4 and II-5. The percentages show that for those two categories general assistance has been growing at a much greater rate than the AFDC rate and leads to the conclusion that the expenditure growth cannot be attributed solely to increases in medical expenses.

To ascertain whether the increases could be attributed to an expanding general assistance case load, the committee then compared per-case growth between the same two programs in both the nonhospital and hospital categories for the same period, FYs 81-85. The results showed that AFDC per-case growth far out-paced general assistance growth in the hospital area: a 54 percent AFDC growth versus a 4 percent increase in general assistance. However, in the nonhospital medical expense area, the results indicated a growth of 104 percent in general assistance compared to 18.6 for AFDC.

A problem in comparing growth in expense per case, however, is that an AFDC case typically involves more people than a general assistance case. The committee concluded that the best measure to use in comparing growth was a ratio that would equalize the case load differences.

The ratio developed uses the percentage change in the medical expenses divided by the percentage change in the case load in the

Table II-2. General Assistance Expenditures: FY 81 - FY 85.

	FY 81	FY 82	% Chge	FY 83	% Chge	FY 84 ¹	% Chge	FY 85 ²	% Chge	% Chge FY 81-85
General Assistance										
Outdoor relief	\$33,741,288	\$39,905,341	18	\$50,256,035	26	\$57,414,037	14	\$57,706,488	1	71
Incentive grant	\$0	365,166	N/A	1,156,037	217	1,970,438	70	1,953,588	-1	N/A
Medical/prof fees	2,741,331	3,975,218	45	7,919,781	99	10,111,840	28	10,230,795	1	273
General hospital	5,499,270	5,608,338	2	6,718,903	20	10,873,153	62	12,886,903	19	134
Conval. hospital	20,674	65,261	216	70,058	7	65,376	-7	66,585	2	222
Almshouses	222,577	195,954	-12	195,727	0	31,840	-84	200,000	528	-10
Burial expenses	322,272	345,148	7	434,091	26	514,271	18	496,436	-3	54
Total General Assistance	\$42,547,412	\$50,460,430	18	\$66,750,634	32	\$80,980,955	21	\$83,540,795	3	96

1. Estimated
2. Appropriated

Table II-3. Comparison of Overall Medical Increases Between General Assistance and AFDC for FY 81-FY 84.

	FY 81	FY 82	Percent Change	FY 83	Percent Change	FY 84	Percent Change	Total Percent Change
GENERAL ASSISTANCE								
Medical/Prof.Fees	2,741,331	3,975,218	45%	7,919,781	99%	10,111,840	28%	272%
Hospital	5,499,270	5,608,338	2%	6,718,903	20%	10,873,153	62%	84%
AFDC								
Non-Hospital	25,570,634	25,935,172	1.4%	25,535,370	1.5%	27,765,822	8.0%	7.9%
Hospital	49,034,840	54,574,904	11.2%	60,476,447	10.8%	69,787,947	15.3%	37%

AFDC program and compares it with the same ratio in the General Assistance program. The results are graphed in Figures II-6 and II-7, and show an upward trend in the General Assistance program in both hospital and nonhospital categories while AFDC shows a minor decline in the two categories.

Figure II-4. Hospital Comparisons: AFDC v. GA.

Percent

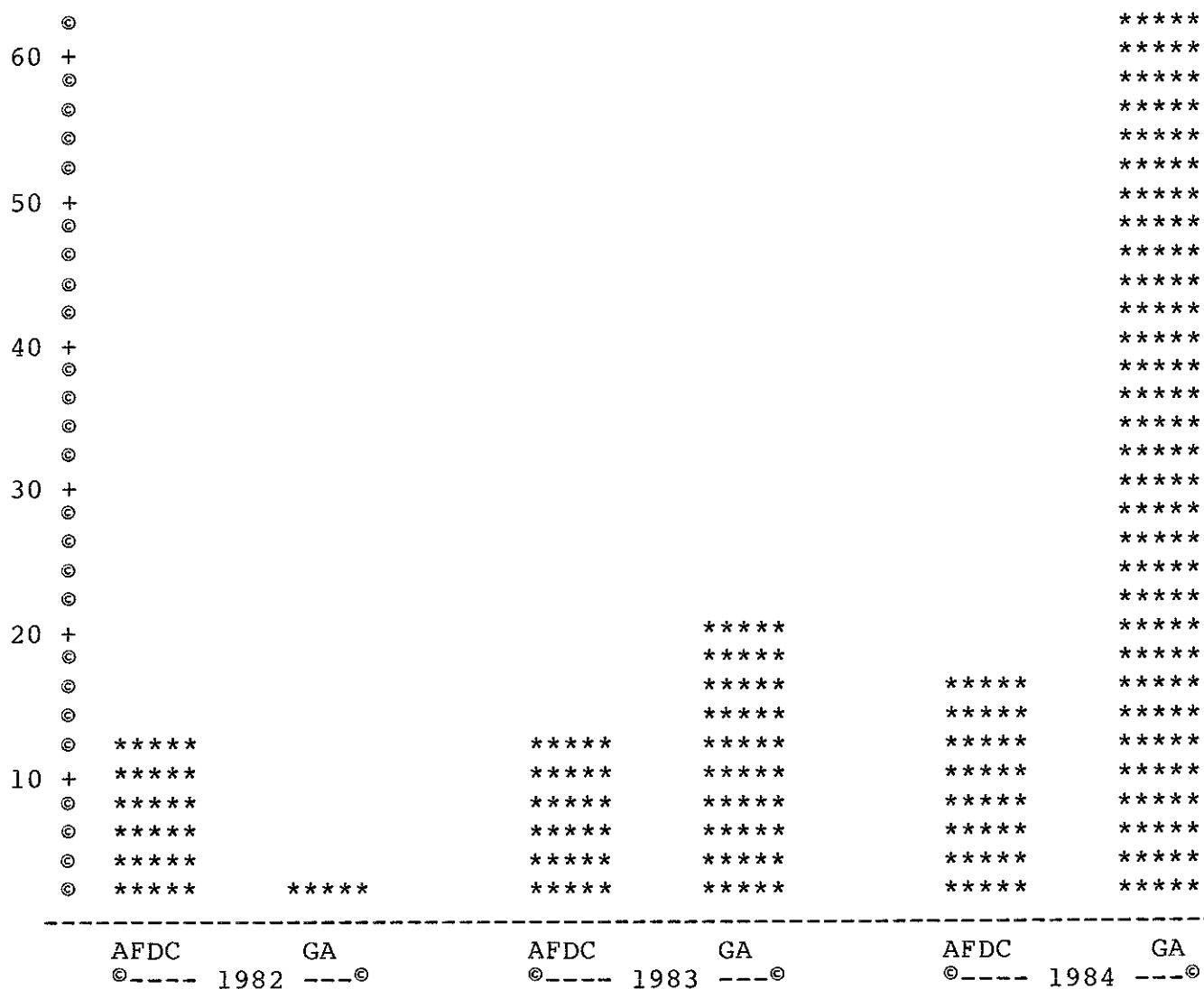
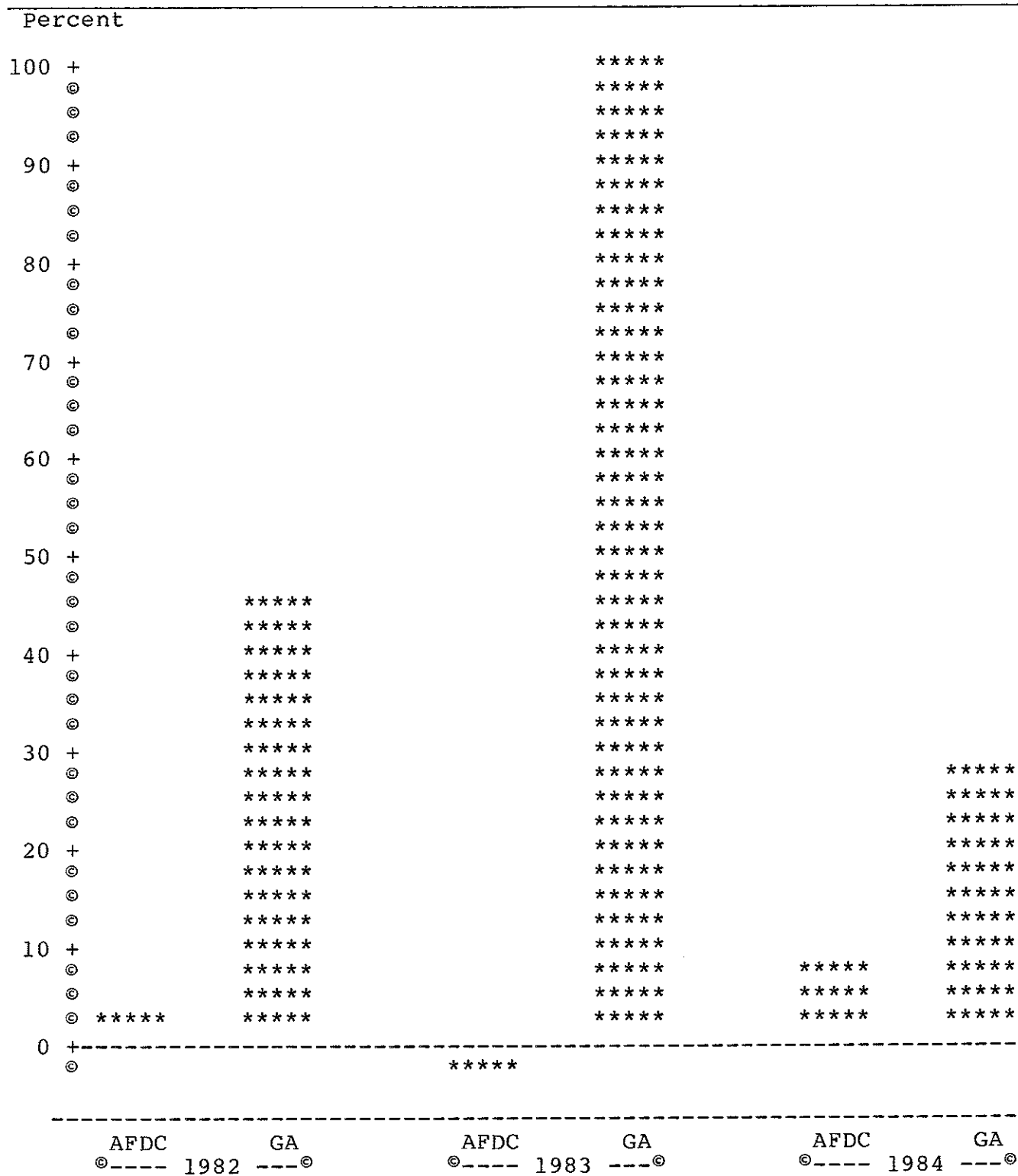
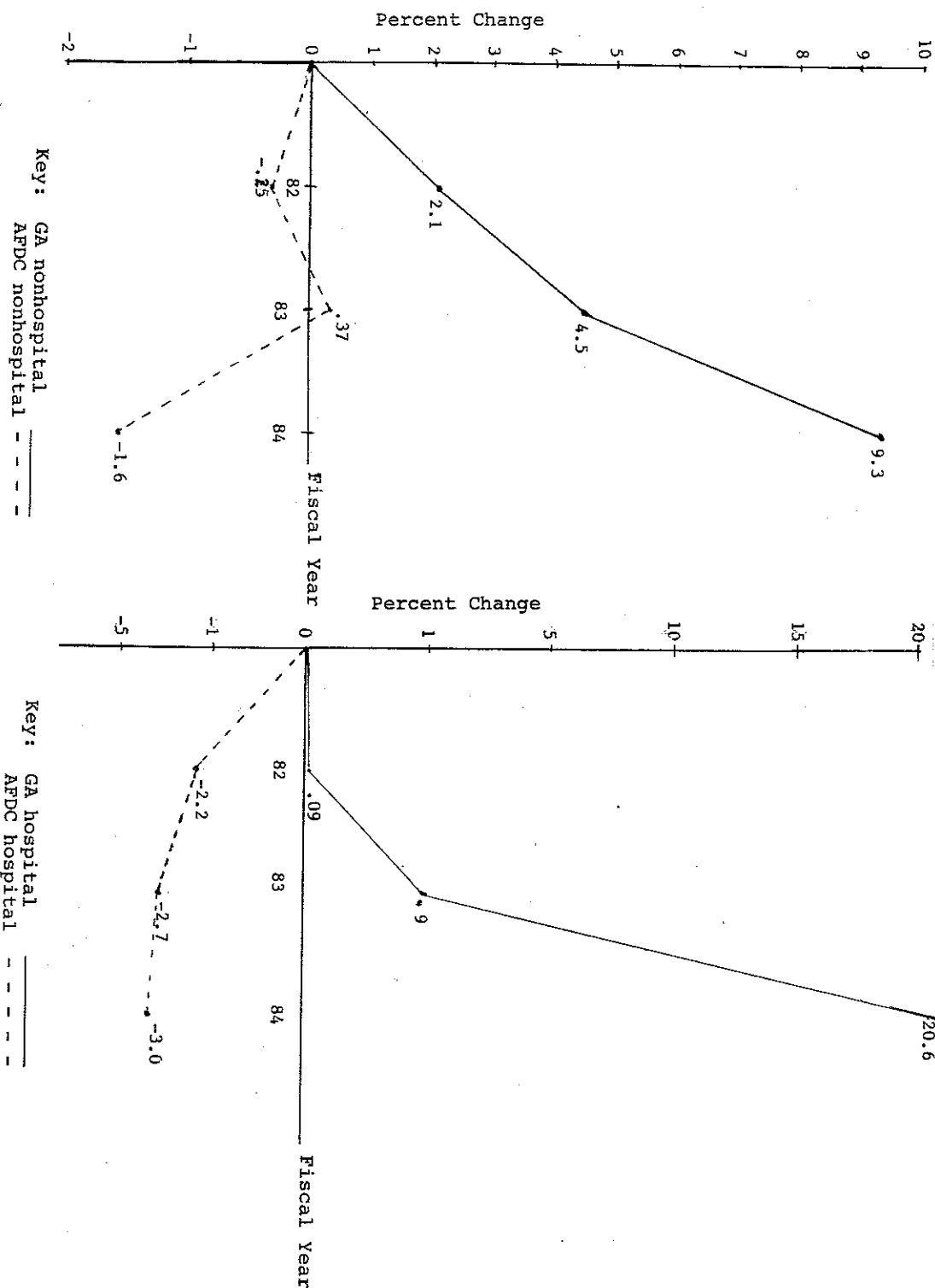


Figure II-5. Nonhospital Comparisons: AFDC v. GA.



Figures II-6 and II-7. Comparison of Increases in Nonhospital and Hospital Categories Between AFDC and General Assistance.



Since committee analysis shows that medical costs and case load growth are not the major causes for the phenomenal cost jump in the hospital and nonhospital categories, the conclusion reached is that the growth in expenditures can be attributed mainly to the towns' more frequent and systematic payment of medical and hospital expenses.

This determination is further substantiated by the fact that the greatest increases in the two categories occurred between FY 82 and FY 84. During this time, the Walton v. Maher court case was decided and the Connecticut legislature passed Public Act 83-575 requiring equalized medical treatment and payments throughout the state.

In summary, the growth in general assistance expenditures can be expected to continue as the new medical assistance law becomes fully operational.

Program Comparison With Other States

The Legislative Program Review and Investigations Committee looked at how general assistance in Connecticut compared with programs in other states. This comparison was made by utilizing the results of a study prepared by the Department of Health and Human Services, published in May 1983, listing all general assistance programs in existence in the United States in 1982.

The results of this survey indicate that there are very few common characteristics in the states' programs. All states have some form of assistance to provide for low-income individuals and families not eligible for federally supported entitlement programs. But each state conducts its assistance plan in a different manner. Administration, involvement of state or local governments, funding levels, eligibility criteria, forms of assistance, residence and work requirements, and a medical component are all program characteristics which differ from state to state.

The general assistance programs are administered and funded by a combination of sources. Connecticut's General Assistance program, which is largely state-funded, is administered primarily on the town level. Only 8 percent of the states function in a similar fashion. In 26 percent of the states, the General Assistance program is run on a county basis; while the largest number, 44 percent, are funded and administered on a statewide basis. Ten percent are funded and operated by towns only, 8 percent by county and state, and only 4 percent by the county and local governments.

The duration and locality of residency are characteristics which also differ. Fifty percent of the states are similar to Connecticut in requiring clients to be bona fide state residents.

Fifteen percent have county residence requirements, usually of six months to one year. Eight percent have no requirements, four percent require town residency, and in four percent of the states the residency requirements vary throughout the state.

There is also variability in eligibility duration, the amount of time during any particular year which an individual can remain on the assistance program. In Connecticut, as in 62 percent of the states, there is no limit to this duration. Other states' durational limits include: six percent of the states where assistance is granted only once in a year; four percent with one-month assistance; four percent with two- or three-month limits; four percent with a six-month limit; and two percent with a one-year duration. In eight percent of the states, there is variability within the state. More frequently, assistance has greater restrictions for employable people receiving aid.

The range of payments made was difficult to compare since payments are based on state and local standards, the amount of money budgeted, and the needs of the individual. The program review committee therefore compared the listing of maximum payments allowed by the states for individuals and families of four in 1982. For monthly payments to individuals, Connecticut falls in the mid-range of maximum payments. For example, some states claim ranges from \$27 to \$93 as their maximum individual payments. States with the highest maximum payments claim ranges from \$210 to \$288 as their payments to individuals. Connecticut claims maximum payments to individuals of \$156. For payments to families of four, Connecticut falls into the higher range of maximum payments, \$559, which is similar to the AFDC payments. On the lower range were monthly payments of \$125 to \$199 for the same size family. However, many states fall in the \$250 to \$400 per-month range, largely influenced by differences in rental allowances. Other states, such as New York and Michigan, fall into a range similar with Connecticut.

The presence of a medical program is another characteristic that varies among states. Twenty-five percent of the states have medical components that are comparable to those provided in Medicaid, although they are not part of the Medicaid program. Another 31 percent claimed to have a somewhat uniform medical program, but services provided are more restrictive than Medicaid's.

In 12 percent of the states, the medical services are limited to those provided by public hospitals and clinics. Emergency services only are provided by 8 percent of the states, while, according to the report, variable medical components are found in 12 percent of the states. Finally, in four percent of the states they provided no medical program at all.

The final characteristics compared are the services to the employable population and the existence of a work program. People who are employable may receive general assistance in 79 percent of the states. In 23 percent of the states, however, there are restrictions placed on employables such as: limiting the amount of the grant; placing a time limit on assistance; and granting awards depending on reasons for loss of previous job or on the condition that dependent children are part of the assistance unit. In 56 percent of the states that grant assistance to employables but have less restrictive limitations, there are certain conditions such as registration with the state employment service, weekly job searches and participation in a work program. Connecticut falls into this category. In 21 percent of the states employable people are not eligible for assistance. Thirty-four percent of the states have mandatory work programs while 56 percent do not. In 10 percent of the states there are work programs in some but not all of the counties or towns.

Table II-4 shows the comparison among Connecticut and several states in the Northeast region.

Table II-4. Program Comparison with Other States.

State	Administered	Residency	Duration	Maximum Payment Indiv.	Range Family 4	Medical Program	Assistance to Employables	Work Program
Connecticut	State-Town	State	No Limit	\$156	\$599	Statewide Limited	Yes - register employment service	Yes
Massachusetts	State	State	No Limit	181	366	Statewide Limited	Yes - register	None
New Hampshire	County-Town	State 1 yr. prior self support in town	No Limit	282	510	Varies	Yes - register	In some Towns
New Jersey	State-Town	State	No Limit	178	276	Comparable to Medicaid	Yes - register	Job Relief
New York	State	State	No Limit	299	563	Comparable to Medicaid	Yes	Yes
Pennsylvania	State	State	No Limit Transient Needy 90 days	181	445	Same as Medicaid	Yes, if laid off job	Local program
Rhode Island	State	Town	No Limit	152	473	More Ex- tensive than Medicaid	Yes if in DVR* or w/minor dependents	Yes
Vermont	State	State	No Limit	\$164	\$236	Limited	Yes - register Minor dependents	No

* Department of Vocational Rehabilitation Program.

CHAPTER III

THE STATE ROLE

The Department of Income Maintenance is responsible for determining and assuring compliance with policy guidelines, maintaining an up-to-date policy manual, auditing towns, and overall planning and forecasting for the General Assistance program. The department also provides technical assistance to the towns on how to run the program, maintains a client data base through its computer operations, and reimburses the towns for approximately 90 percent of general assistance program costs.

To provide these services, the agency has a 12-person Office of General Assistance, and relies on other sections within the department, such as budget and town audits, for administrative support.

The Office of General Assistance

Prior to 1980, technical assistance was provided to the towns by two staff persons in the policy unit. The Office of General Assistance was created in 1980 with the passage of workfare legislation. The section was initially established to write regulations for the Workfare program and monitor the towns' implementation of those regulations, and was staffed by one person. As of August 30, 1984, 12 persons were assigned to the unit.

The director of general assistance manages the internal administration of the office, has overall responsibility for ensuring town implementation of general assistance, and reports to the deputy commissioner of programs within income maintenance. The director also works on proposed legislation, drafts regulation, communicates with legislators and other section heads within the department, and oversees implementation of new laws affecting general assistance. In addition, the director receives and approves all reports from the towns necessary for them to receive reimbursement.

There are two program supervisors in the Office of General Assistance who work immediately under the director. The supervisors directly oversee four policy consultants and assign their workloads. In addition, the supervisors write regulations and analyze and evaluate town operations to ensure conformity with policy and standards. The supervisors also evaluate policy effectiveness, identify staff development needs, and recommend appropriate strategies to meet them. In addition, the two supervisors are supposed to maintain direct communication with the towns, especially larger cities, to ensure the program is working smoothly.

The four policy consultants assigned to general assistance form the closest link between the agency and the towns. Each consultant is responsible for overseeing the program's operations in one of four geographic areas in the state. The consultants spend a significant portion of their time communicating with the towns over the phone. One or more of them is available daily in the central office to respond to telephone inquiries on eligibility questions, policy interpretation, and other matters of concern to the towns.

The policy consultants also make site visits to the towns to assist administrators with problems and examine case files to ensure the towns are implementing correct policy and procedures. They also conduct workshops to inform administrators of policy or procedural changes. For example, during this audit, workshops were held in several locations to discuss the department's computer system and common problems towns were experiencing with the system.

In addition to these persons, support staff provide clerical and data processing capabilities. The coordinator of the Refugee program and a research analyst are also located in the general assistance unit, although their role in the assistance program is limited.

While not contained in the Office of General Assistance, several other agency sections--budget, management planning, town audits, data processing and fair hearings--provide support to the office. A description of the last three is provided here since their activities have a direct effect on towns' provision of general assistance.

Town Audits

The town audit unit within the department's Office of Program Integrity includes seven auditors who conduct town audits of general assistance. The workload is divided among auditors based on geographic location and town populations. The town audit program began in the 1940's, with an annual review of the financial aspects of the local programs. Beginning with the 1982 state fiscal year, income maintenance auditors broadened their review to include workfare and compliance with eligibility criteria. A town audit currently takes from one to two days in small towns and two to four months in the large cities.

For the workfare review, the auditors verify such items as the town's compliance with placing the required number of clients on workfare and proper billing of administrative costs for workfare as well as the accuracy of incentive grant calculations. Any errors found in either the financial or workfare sections are subject to departmental recoupment on a dollar-for-dollar basis.

The final segment of a town audit is a review of cases to ensure that the town is determining eligibility in accordance with statutory and policy guidelines. Here examiners review the case files using a check list of 21 program criteria. Elements included in the auditor's eligibility review fall into three categories: 1) technical (e.g., was the application signed); 2) procedural (e.g., did the town conduct a redetermination within the prescribed time limit); and 3) programmatic (e.g., are the client's assets within eligibility limits).

The frequency of the audits changed in state FY 83. Audits are conducted biennially and each recipient case is reviewed in towns expending less than \$50,000 on the General Assistance program. In towns exceeding \$50,000 in expenditures, annual audits are conducted. Recipient cases are reviewed from a random sample (approximately 97 cases) selected through a formula developed and administered by the management planning office and results are projected to the town's entire case load.

The department informed the towns in a July 1983 policy transmittal notice that they would be sanctioned for errors found in the eligibility compliance segment of the audit. The sanction, which is actually a withholding of reimbursement, is equal to a percentage of the money expended in noncompliance with the requirements. The withholding is to be phased in--from 10 percent of monies spent in noncompliance based on the FY 82 audit to 80 percent in the FY 86 audit.

Data Processing

Since September 1983, the Department of Income Maintenance has maintained a client data base in its computer. While the system has very limited capabilities to depict the general assistance population over time, it can portray what the client population looks like currently. The department collects the data based upon information received in the initial application form (w-1250) and the notice of action form (w-1255). (See Appendices L and M.) Information such as the client's age, educational level, nationality, and length of time in state and town are all compiled and entered into the computer system. This new system will enhance departmental ability to determine whether a person is receiving general assistance in more than one town simultaneously.

Fair Hearings

The fair hearings unit provides a person who has been determined ineligible, suspended, or discontinued from general assistance with an appeal process. The client has 10 working days from the date he or she receives the notice of action to appeal the decision. The first step occurs at the local level where the town usually requests that an independent party, generally a local

general assistance administrator from another town, serve as the hearing officer.

The local welfare office is required to supply the client with a detailed written decision based on the hearing. If the person is not in agreement with the decision, he/she has 10 days to request a second hearing, which is held by the fair hearings unit of the Department of Income Maintenance. The unit consists of 13 full-time fair hearings officers who are assigned geographically throughout the state. The officers hear appeals on all entitlement programs administered by the Department of Income Maintenance as well as two programs operated by Department of Human Resources and three administered by the Department of Children and Youth Services.

The following table, Table III-1, shows the number of general assistance cases appealed to the state level and the decisions rendered over a five-month period.

Table III-1. General Assistance State-level Fair Hearings
September, 1983 - January, 1984.

Type of Decision	Sept. 83	Oct. 83	Nov. 83	Dec. 83	Jan. 84	Total
No decision[1]	1	2	1	4	-	8
Appellant's favor	2	1	2	1	3	9
Town's favor	1	1	5	3	1	11
Split	1	-	-	-	1	2
TOTAL	5	4	8	8	5	30

[1] No decision means the appellant decided to abandon the appeal, the appellant died before the case was heard, or the unit decided it had no jurisdiction to hear the appeal.

Finally, if the person is not satisfied with the decision of the second-level administrative hearing, the client may appeal to the Superior Court as outlined in the state's Uniform Administrative Procedure Act.

CHAPTER IV

THE TOWN ROLE

The major responsibility for administering general assistance--accepting applications, determining eligibility in several categories, administering workfare, and reporting to the state--lies with the towns. Those functions are described in this section.

Application Process

Applications for assistance are taken in the 169 towns and a decision to grant or deny must be made within four working days. The local welfare administrator makes the decision on whether or not to provide assistance based upon state statutes and Department of Income Maintenance policies. Assistance may be granted in four major categories: 1) financial assistance; 2) medical care; 3) hospitalization; and 4) burial.

Clients apply for general assistance in the town of their residence; however, there is no length of residence requirement. Every person has the right to apply for assistance and a person cannot be refused that right. Further, only the applicant has the authority to withdraw the application before a decision is made.

The applications used are standard forms issued by the Department of Income Maintenance and are taken in an initial interview at the town welfare office. In the initial interview, areas covered include: 1) the applicant's reason for applying; 2) details about family composition and family member status; 3) how the person managed prior to applying for general assistance; and 4) responsibilities of both the applicant and the town in determining eligibility.

Eligibility Determination

Local welfare officials determine the eligibility of applicants as well as the amount of aid to be provided. Specific information regarding each person requesting assistance is required in order to determine eligibility. These items include age(s) of applicant(s), marital status, employability, income, and whether the client has any legally liable relatives [1] who have potential

[1] The legally liable relative requirement was altered during the 1984 legislative session with passage of Public Act 84-159, which eliminated the legal obligation of children to support a parent who is less than 65 years old.

for providing support. Also, detailed information is required about each applicant's ownership of real and/or personal property, such as automobiles and bank accounts, as well as the applicant's available income. Verification of these items through birth certificates, property deeds, automobile registration and pay stubs is also requested.

To be eligible for assistance clients must prove to the local welfare office that: 1) their income and assets fall below the state's minimum standards; 2) they do not have legally liable relatives who could provide assistance; and 3) they are not eligible for another state or federal program such as Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI), veteran's benefits, or unemployment compensation.

Examples of persons qualified for general assistance include: those ineligible for unemployment compensation because they did not work long enough or whose unemployment benefits have run out; those who are awaiting an eligibility determination from a federal or state program; or those who may have found employment but who have not yet been paid.

The decision to grant or deny assistance must be in writing and must include specific reasons for the decision. If the application is approved, the decision must include the amount of assistance to be provided and, if denied, must inform the applicant of his or her right to a hearing.

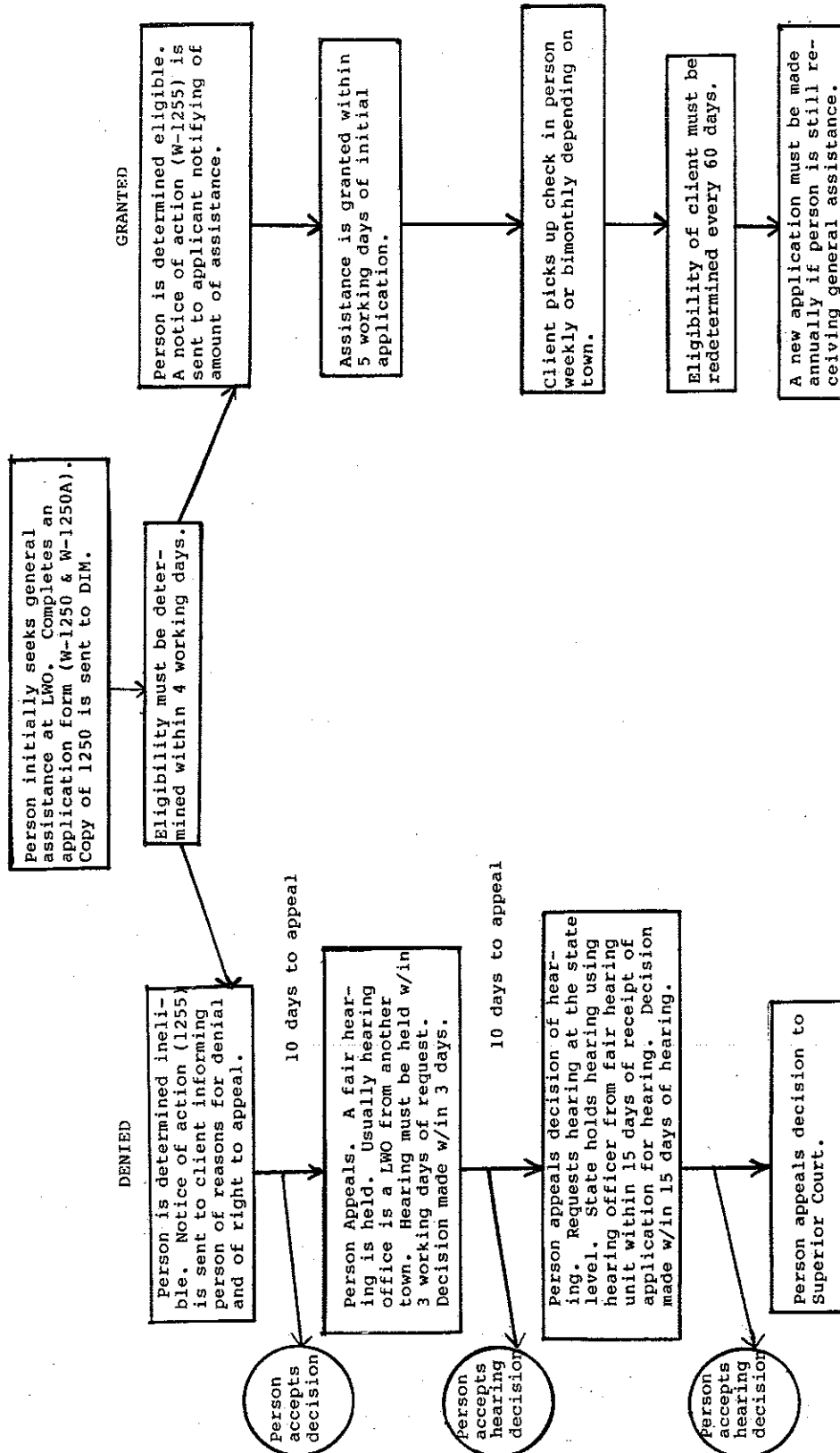
When assistance is approved, it must be provided within five working days of the client's initial contact with the welfare office, except in cases of emergency when aid must be given immediately. A diagram of the application process is provided in Figure IV-1.

Aid is given to individuals (without dependent children) based on a state standard for food, personal incidentals, shelter, etc., with the amount allotted for shelter dependent upon the area of the state. The state reimburses approximately 90 percent of the money provided up to the state standard set in the policy manual. Towns may provide assistance for less than the state standard depending upon the individual's circumstances. If the case includes dependent children or a pregnant woman, the town pays on a flat-grant basis. Towns may pay above the standard for rent if approval is granted by the department.

Categories of Assistance

While the vast majority of general assistance clients qualify for both financial and medical assistance, services may be

Figure IV-1. General Assistance Initial Application Process.



Key: LWO = Local Welfare Official
DIM = Department of Income Maintenance

provided in separate categories for other clients not eligible for both services. These components are described here.

Medical. While medical services have always been mandated as part of general assistance, until 1983 there were no specific requirements for what that component must include. However, with the passage of Public Act 83-575, the state required that each town be responsible for payment in 11 medical service categories.

Most clients who qualify for financial aid under the general assistance program are also eligible for medical assistance. In certain rare cases, however, a person may receive only financial aid, having medical services covered through another source. Also, a person may qualify for medical-only assistance if he/she cannot pay a medical bill over a two-year period, and also meets income standards for the medical-only category, as set forth in regulation.

Hospitalization. Until April 1984, if a person were hospitalized and unable to pay the bill, the hospital could make a referral, within seven days of the beginning of treatment, to have the town where the client resided investigate and determine whether the person were eligible to have the hospital bill paid by the town. However, pursuant to P.A. 83-575, mandating the new Medical Assistance program, hospitals (along with other medical providers or the client's family) now have 60 days to file an application on behalf of the client in order to have the services paid. Approximately 90 percent of the amount spent by towns for services in both the medical-only and hospital categories are reimbursed by the state.

Burial services. Towns are also required to provide burial services under the General Assistance program. If a town resident dies and does not leave a sufficient estate, or has no legally liable relatives, the cost of the funeral must be paid by the town. However, the town's financial responsibility, which is 90 percent reimbursable by the state, must not exceed the statutory limit of \$600.

Client Monitoring

Once a person has been initially determined eligible the town has a responsibility to ensure that while the client receives assistance, his/her eligibility status does not change. Towns employ several methods to confirm the client's continuing eligibility. A new application is necessary when assistance has not been given in over 60 days, and when clients have received assistance for more than 12 months. In addition, clients receiving general assistance must have their applications reviewed and eligibility redetermined every 60 days. Almost universally, towns require clients to pick up their assistance checks in person (weekly,

bimonthly, or monthly depending on the town) and briefly interview the recipients to verify that their eligibility has not changed.

The towns must require recipients determined to be employable to: 1) register for work with the Connecticut State Employment Service; and 2) conduct a weekly job search. Refusal to register for work or to accept a bona fide employment offer results in assistance being denied or discontinued. Minor children and an unemployable second parent are not discontinued if the employable recipient is denied aid.

It is also the town's responsibility to make sure that those clients who have pending eligibility determinations for a federal or state program actually apply to the appropriate office. In some more isolated towns this may mean providing transportation to the nearest district office.

Workfare

Although many towns had work programs prior to 1980, with the passage of Public Act 80-395 in 1980, all towns were mandated to establish a work program that includes work, work training, or work readiness experience. Employable persons receiving support from the towns are required to participate in a work program assigned by the town public welfare officials or in an education or training program approved by the labor commissioner. A town must place two-thirds of its employable clients at work sites in order to be in compliance with the law.

To be determined unemployable, a person must be: age 65 or older; required to care for an incapacitated family member or a child under 6 years old in the home; a full-time high school student; physically incapacitated as verified in writing by a physician; or a person who has failed in the work program before because of a substantiated continuing problem with alcohol and drug abuse.

Under the Workfare program, employable recipients may be assigned to jobs in state or town government offices, non-profit agencies and institutions, or in job training programs sponsored by public agencies or private employers. Remedial education programs may also be utilized as workfare sites.

For each client participating in workfare, a town receives 100 percent reimbursement and a \$35 administrative fee from the state. In addition, each workfare participant who wishes may work extra hours for a "work incentive" of up to \$10 a week, which is not deducted from his/her assistance amount. The work incentive amounts are also reimbursed by the state.

Applicants failing to participate in the Workfare program are either suspended--for 30, 60, or 90 days depending on the number of occurrences--or denied assistance. A person is allowed to request a workfare placement once during each period of suspension. Prior to 1984 and the passage of P.A. 84-168, however, each participant on workfare could ask for an unlimited number of workfare assignments, even while on suspension.

Reporting

In order for towns to be reimbursed for general assistance expenses, they must file a number of forms and reports with the state's Department of Income Maintenance.

As previously mentioned, towns must send a copy of the initial application (W-1250) and the notice of action (W-1255) to the state for its computer client-based data system. The towns then must submit a new W-1255 form each time there is a change in the client's status, such as an increase in assistance amount. If there is an error in any of 10 critical fields, (e.g., case worker or case numbers) or either the W-1250 or W-1255, the form is rejected and sent back to the town for correction.

The towns must also submit two monthly reports. The first provides monthly information on general assistance expenditures and case loads, and is reported on form W-675.

Second, in order for the Department of Income Maintenance to determine whether the towns are meeting their workfare quotas, each municipality must submit a monthly categorization list (W-1278) dividing its case load into employable or unemployable classifications. Accompanying this is form W-1249, which outlines the administrative costs necessary to implement workfare.

The towns must also file a quarterly request for reimbursement form (W-530) which separates the case load into several expenditure categories and specifies the reimbursement amount requested from the state.

Finally, each town is also statutorily mandated to submit an annual workplan on January 1, outlining how the municipality will implement the Workfare program for the upcoming year. The report includes the name and location of each work site and the number of clients each site will take. Except for the annual workplan, the towns use standard forms provided by the department for each report. The time necessary to complete these reports is fairly consistent, even among towns of varying sizes. In the staff profile survey, staff responding in the all-towns survey answered that they spend 14 percent of their time completing state reports while staff in the 20-town sample stated they spend 11 percent.

CHAPTER V

PROGRAM IMPLEMENTATION

Implementation of the General Assistance program in Connecticut was examined using a variety of resources. In-depth interviews of administrators from the 16-town sample were conducted, a survey of all 169 towns was distributed, and a questionnaire on general assistance policy was administered. In addition, extensive data were gathered on the 16-town sample and the 20 towns with the greatest percentages of the state's general assistance case load.

From interviews with local officials the Legislative Program Review and Investigations Committee found that the administration of the program varies from town to town. The structured interviews provided information in seven basic areas: 1) staff assignments; 2) tasks performed; 3) application processes; 4) methods of verification; 5) interpretation of policy and procedures; 6) methods of payments; and 7) case load size and composition. This information was supplemented by surveys and Department of Income Maintenance data.

Staff Assignments

The type of staff assigned to administer general assistance depends upon the size of a town's case load. General assistance workers in small towns tend to be generalists executing all parts of the program. In larger towns, staff specialization is evident. Workers are responsible for either intake, ongoing income maintenance, workfare, medical cases, or hospital referrals. In some towns, workers are assigned specific cases to handle, while in other towns cases are handled by any available worker.

In the staff profile survey of all 169 towns, to which 150 towns responded, the committee found that 795 individuals are employed to carry out the General Assistance program. (See Appendix F.) There are 598 full-time and 187 part-time positions. The staff can be further broken down according to position category as shown in Table V-1 below.

As the table shows, three-fourths of the staff are full-time. (For a breakdown of staff for the 16-town sample and largest 20 towns, see Appendices G and F.)

The survey also provides information on the length of service and educational level of the staff. In terms of length of service, 14 percent of all staff have been on the job less than 1 year, 20 percent have been employed 1-2 years, 30 percent have been working

Table V-1. Staff Breakdown -- Percentage by Position

Position Category	Full-time	Part-time	Vacant
Administrator	61%	38%	1%
Eligibility Technical/Caseworker	83%	15%	2%
Auditor	74%	23%	3%
Job Training/Workfare	74%	26%	0%
Clerical	74%	26%	0%
Percent of Total	75%	24%	1%

for 2 to 5 years, 23 percent for 5 to 10 years and 13 percent over 10 years. Thus, 66 percent of the staff administering general assistance have more than 2 years' experience.

The survey also indicates that the staff has a fairly high level of formal education. Fifty-six percent of the staff have at least a bachelor's degree. Only 2 percent have less than a high school diploma, 26 percent have a high school diploma, and 17 percent have some college.

An overwhelming majority of the staff (96 percent) comes to the job with some previous experience. Most workers have a social service (30 percent) or clerical (30 percent) background. Only 14 percent have no previous relevant experience.

While staff administering general assistance has a fairly high level of education and experience, salary levels are low. Eighty-one percent of the staff surveyed earn less than \$20,000 a year. Table V-2 provides a breakdown of salary levels.

Table V-2. Staff Salary Levels.

Salary	Staff	Percent of Total
\$10,000 or less	152	19%
\$10,001 to \$15,000	248	32%
\$15,001 to \$20,000	238	30%
\$20,001 to \$25,000	76	10%
\$25,001 to \$30,000	44	6%
Over \$30,000	<u>25</u>	<u>3%</u>
Total	783	100%

Tasks Performed

During interviews, program review staff asked towns to describe the major tasks performed in implementing general assistance. While no two towns administer the program exactly alike, there are enough similarities to describe typical operating procedures. Generally, administrators handle difficult types of cases, such as hospital cases, as well as run the town offices. Administrators are usually responsible for submitting program and reimbursement forms to the state. Caseworkers interview clients, maintain client records, and ensure the client complies with program requirements. Many caseworkers use check lists of the documentation needed by clients to determine eligibility. Most offices have clerical staff to handle bookkeeping, secretarial services, and the scheduling of clients.

Besides performing tasks related to general assistance, some of the workers interviewed also serve as selectmen, youth officers, tax collectors, family counselors, or social services administrators. Depending upon the size of the town's general assistance case load, tasks may be performed by one or two persons in small towns, while several individuals perform the same function in large towns.

Application Process

The application process also varies somewhat from town to town, but most towns generally follow the procedures described by the Department of Income Maintenance policy. Local welfare offices are open anywhere from 16 to 40 hours a week. In some small towns where there is part-time coverage, though, the worker may be on 24-hour call. Most towns have a single office where applications are taken, but a few large cities have regional sub-offices to process clients.

In most towns, clients are scheduled for interviews upon contacting the office, and assistance is often granted immediately following an application. Delays in granting assistance generally occur when the client does not have proper documentation. Once assistance has been granted many towns will re-examine, through a short interview, the client's circumstances when he or she comes in to pick up the funds. Formal redeterminations of eligibility occur every 60 days.

In Hartford, three weeks' worth of assistance is granted immediately upon determining eligibility. According to Hartford officials, 99 percent of those applying leave the office with financial aid, excluding rent. A client is also scheduled for an interview with a caseworker at which time he or she will be assigned to a work site if determined to be employable. Hartford is

one of the towns that has sub-offices in various neighborhoods with workers having individual case loads.

In the survey of all towns, those responding indicated that 25 percent of their time was spent taking applications for general assistance. Determining initial and continuing eligibility for general assistance and verifying collateral sources consumed 17 percent of the time. Other time-consuming tasks were assessing clients' needs (15 percent) and completing reports required by the state.

Methods of Verification

Verification of documentation supplied by the applicant is done to some degree by the towns. However, the program review committee found there was little consistency in what and how documents are verified. Individual towns tend to verify documents each believe to be important in determining eligibility. In addition, the decision to verify information supplied by the client is dependent upon how trustworthy a client seems to a caseworker, or how busy a caseworker happens to be. The methods of verification also vary depending upon the availability of collateral sources and ease in obtaining substantiating information.

For instance, some towns verify whether or not an applicant owns a motor vehicle by contacting the local police department, while other towns contact the local motor vehicle department office. In most cases, however, no check for a motor vehicle is made.

Almost all towns verify rent by having the landlord affirm in writing the amount to be paid. A check to confirm an individual's unemployment records or registration with the Connecticut State Employment Services is rarely done. Bank accounts are also seldom substantiated, unless there is some reason to believe the client is presenting false information.

Interpretation of Policy and Procedures

In addition to the diversity in the application and eligibility verification processes, the sample 16 towns also differ in policy and procedures interpretation. The absence in the department's policy manual of clear methods for towns to compute complicated benefits is evident in local practices.

In assessing local staff's knowledge of written policies and procedures, a questionnaire was administered to the workers in the 16-town sample. The questionnaire was pretested in two towns, not part of the sample by staff in the Office of General Assistance.

While not designed to test comprehensive knowledge of the General Assistance program, 33 questions were developed to evaluate knowledge in the following five categories: medical benefits; workfare; eligibility determination; assets; and burial.

Workers were allowed to consult policy manuals, and use calculators and a calendar during the administration of the policy questionnaire. They were not, however, allowed to consult with each other or supervisors, a practice frequently used by workers when making eligibility determinations or computations. Neither were they allowed to call the policy consultants in the Department of Income Maintenance central office, a practice often used by workers in small towns for solutions to problems not routinely encountered. Workers having no responsibility in a particular program were not scored on questions in that area.

The average score for all 16 towns was 68 percent; although there was almost no difference in the totals between large and small municipalities, there were variations in the categories of correct results. (See Appendix C for correct answers and Appendix B for the percentages for each question.) A higher percentage of correct answers also was obtained for those functions staff perform most frequently such as eligibility determination, or where there has been recent training such as for the workfare program. Workfare questions received an average score of 71 percent. A lower frequency of correct answers was found in the categories regarding burials (52 percent), suspension due to assets (52 percent), and medical benefits (69 percent).

Inconsistencies were found within the program categories and between large and small towns. For example, although answers given to the eligibility determination questions resulted in an average score of 71 percent, workers scored an average of 47 percent and 52 percent on two of the questions related to the amount of time a town has to make a determination of eligibility or release a payment. Further, while scores were low for the burial category, 91 percent of the workers were correct in their knowledge about allowances for financing transportation for a burial.

There were other differences between the large and small towns. Although all had difficulty in the area of determining how the addition of assets affected a person already on general assistance and in computing payments for funerals, the workers in the small towns had more difficulty answering questions regarding the length of time the town has to determine eligibility or release payment. This is not as great a problem as it might seem because most towns determine eligibility and release the first payment on the day the client applies for assistance. It does, though, have implications for complicated cases that cannot be determined on the same day.

The staff in larger towns had more incorrect answers to questions related to incentive payments for workfare and punitive actions taken during workfare penalty suspension periods.

Overall, the questions most frequently answered incorrectly included: a) determining the residency for payment of medical bills; b) determining the number of days the town has to act on an application and release money to the recipient; c) computing payments for burials, especially when relatives and friends are willing to provide partial payment; and d) determining suspension, reinstatement, and medical coverage for recipients who acquire assets while on assistance.

The questions most frequently answered correctly included: a) the number of days a hospital has to make an application to a town for medical benefits; b) medical coverage during workfare suspension; c) computation of workfare and incentive hours; d) determination of eligibility for workfare and coverage of medicaid for pregnant recipients; and e) determining transportation costs for burials.

The results of the policy questionnaire indicate that workers do not find the policy manual a useful tool in administering general assistance. The scores also point to a need for the Department of Income Maintenance to provide additional training to local staff in all program areas.

Methods of Payment

Towns make payments to recipients in basically three ways: by client payment in cash or by check; by voucher; or by direct billing from a provider. Some towns will pay for all needs by voucher, some by check, and some use a combination of both. The program review committee found towns frequently paying rent by voucher and giving cash for basic necessities. Health care providers send medical and hospital bills directly to the local welfare office.

While the method of payment varies in a limited way, interviews with town welfare administrators indicate that payment decisions differ significantly. Towns have numerous options in providing for basic and special needs. The payment matrix in Table V-3 gives only a partial listing of all categories available on which local administrators must make assistance decisions. Not all towns in the 16-town sample opt to pay for each, while payment in some areas depends upon the client's circumstances.

It is apparent there are inconsistencies in both what the towns pay for in terms of client needs as well as the amount granted to each recipient. To assess the magnitude of these

Table V-3. GENERAL ASSISTANCE PAYMENT MATRIX TOWNS PROVIDING BASIC AND SPECIAL NEEDS.

	Rent Over \$200	Household Expenses	Personal Expenses	Transportation	Meals In Restaurant	Therapeutic Diet	Clothing	Laundry	Telephone	Insurance	Appliances Furniture	Clothing Replacement	Appliance Replacement	Garbage Collection
BRIDGEPORT		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
BROOKLYN		Y	Y	Y		?	Y	Y						
DERBY	Y	Y	Y	Y			Y	Y	Y			Y		
ELLINGTON	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
ENFIELD		Y	Y	Y	Y	Y		Y	Y					
HARTFORD	Y	Y	Y	Y	Y	Y	Y	Y	Y			Y	Y	
MERIDEN	Y	Y	Y	Y	Y	Y	Y	Y	Y		Y	Y	Y	
MIDDLETOWN		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
MONTVILLE		Y	Y	Y	Y	Y	Y	Y	Y	Y		Y	Y	Y
NEW LONDON		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
NEWTOWN		Y	Y	Y			Y		Y					
OLD SAYBROOK		Y	Y	Y			Y							
THOMASTON		Y	Y	Y	Y	Y	Y	Y	Y		Y		Y	
TORRINGTON	Y		Y	Y	Y		Y	Y						
VERNON	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
WINDHAM	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
	50%	94%	100%	100%	75%	69%	94%	88%	75%	50%	44%	69%	56%	19%
PERCENTAGE OF TOWNS WHICH PAY FOR THIS NEED														

Key: Y = Yes

differences, the program review committee studied the average monthly payments to clients.

Several measures were used to compare per-case and per-recipient payments among the 16-town sample and the largest 20 towns (computed according to their aggregate share of the total general assistance case load.) Table V-4 identifies each measure and its attributes.

Table V-4. Cost Per Case/Recipient Measures.

<u>Measure</u>	<u>Attributes</u>
Average Monthly Total Cost Per Case[1] (TCPC82/TCPC83)	= Total Expenditure for GA /Total Recipients /12
Average Monthly Financial Assistance Only Cost Per Case[2] (FOCPC82/FOCPC83)	= Total Financial Assistance Only Expenditures/Total Caseload/12
Average Monthly Total Cost Per Recipient[3] (TCPR82/TCPR83)	= Total G.A. Expenditures /Total Recipients/12
Average Monthly Total Financial Only Cost Per Recipient[3] (FOCPR82/FOCPR83)	= Total Financial Only Expenditures/Total
Average Monthly Cost Per Single Case[3] (AMCPSC82/AMCPSC83)	= G.A. Funds Expended For Single Case Only/ Single Cases/12

-
- [1] A case may include more than one person.
 [2] Exclusive of all other payment types such as medical, burial, and hospital.
 [3] A single person.
-

These five measures of payments for general assistance reflect various ways of comparing expenditures by Connecticut towns. The measures and their payment components are found in Table V-5 for the 20 largest towns and in Table V-6 for the 16-town sample.

The first measure, TCPC82/TCPC83, shows a range from \$355 for Greenwich to \$109 for Bristol, a difference of \$246 for 1982. In 1983, Greenwich remained the highest at \$320, with Norwalk the lowest at \$123. A similar range existed for our 16-town sample.

In 1983, Torrington paid an average total cost per case (TCPC83) of \$85 while Hartford had an average payment of \$314, a difference of \$229. Because this measure includes all types of general assistance payments--basic needs, medical care, hospitalization, and burial--an attempt was made to refine the measure by limiting it to payments for basic financial needs only.

A refined cost-per-case figure was arrived at by using only funds expended for financial need. That figure, FOCPC82/FOPC83, also exhibits a range in payments, though not as extreme as that of the first measure. In the largest 20 towns, FOCPC82/FOPC83 was as low as \$108 and \$90 for each year respectively. It reached a high in those two years of \$215 and \$227, a difference of \$107 for 1982 and \$137 for 1983. In the 16-town sample, the difference between the lowest and highest average monthly payment was \$141 for 1982 and \$153 for 1983.

A limitation encountered with this particular measure is the fact that a town with a higher ratio of family cases to total cases could expect to have a higher average cost per case because family cases would be more expensive than single cases. (More than one individual receives assistance in family cases.) To control for this, two additional measures were used.

The two measures, average monthly total financial-only cost per recipient (FOCPR82/FOCPR83) and average monthly cost per single case (AMCPSC82/AMCPSC83), isolate cost for a single individual. The first measure, FOCPR82/FOCPR83, is found by dividing all individual recipients into the total financial needs expenditures. Again, this measure may be influenced by the proportion of family cases a town may have. However, like the other measures, this one also shows variability.

The second measure, average monthly cost per single case for 1982 and 1983 (AMCPSC82/AMCPSC83), is computed by taking only the figure expended for basic financial need on single cases, cases with only one recipient, and dividing it by the number of single cases. This measure eliminates both the problem of towns with a high ratio of family cases to single cases and the problem of including other types of payments, such as burial, medical, and hospital, over which a town may have little control. This measure represents cases that are similar in most every respect. As found in all other measures, variability continues to exist.

Table V-5. General Assistance: 16 Town Sample Cost per Case & Cost per Recipient (Ranked by AMCPSC82 and AMCPSC83).

Ranked By AMCPSC82						
TOWN	TCPC82	TCPC83	FOCPC82	FOCPC83	AMCPSC82	AMCPSC83
THOMASTON	.	\$190.93	.	\$154.81	.	\$157.10
MERIDEN	\$146.15	\$170.69	\$131.52	\$154.97	\$98.48	\$143.69
ENFIELD	\$150.18	\$172.14	\$138.67	\$162.21	\$107.39	\$124.63
TORRINGTON	\$131.93	\$85.36	\$99.46	\$74.08	\$113.31	\$138.21
DERBY	\$128.30	\$154.23	\$101.03	\$140.84	\$113.61	\$123.18
WINDHAM	\$132.21	\$174.29	\$108.38	\$125.04	\$113.90	\$131.46
OLD SAYBROOK	\$396.30	\$256.15	\$171.60	\$174.05	\$132.06	\$160.23
NEWTOWN	\$63.41	\$136.23	\$58.41	\$127.65	\$135.32	\$123.49
MONTVILLE	\$193.73	\$184.22	\$107.27	\$126.99	\$136.44	\$119.95
NEW LONDON	\$214.81	\$143.90	\$127.70	\$100.84	\$138.59	\$156.62
ELLINGTON	\$180.66	\$141.06	\$140.49	\$112.99	\$140.64	\$167.11
BROOKLYN	\$176.22	\$242.88	\$135.73	\$212.32	\$153.15	\$172.03
BRIDGEPORT	\$225.46	\$245.59	\$194.91	\$205.29	\$170.07	\$178.67
VERNON	\$224.86	\$252.84	\$158.43	\$201.36	\$189.64	\$196.67
MIDDLETOWN	\$192.07	\$308.00	\$154.08	\$227.10	\$195.16	\$204.23
HARTFORD	\$260.33	\$421.45	\$199.90	\$217.46	\$199.10	\$209.64

Ranked By AMCPSC83						
TOWN	TCPR82	TCPR83	FOCPR82	FOCPR83	AMCPSC82	AMCPSC83
MONTVILLE	\$107.63	\$106.65	\$59.59	\$73.52	\$136.44	\$119.95
DERBY	\$70.30	\$84.83	\$55.36	\$77.46	\$113.61	\$123.18
NEWTOWN	\$114.13	\$77.00	\$105.13	\$72.15	\$135.32	\$123.49
ENFIELD	\$75.09	\$86.07	\$69.33	\$81.10	\$107.39	\$124.63
WINDHAM	\$79.33	\$110.19	\$65.03	\$79.05	\$113.90	\$131.46
TORRINGTON	\$92.52	\$65.28	\$69.75	\$56.65	\$113.31	\$138.21
MERIDEN	\$89.56	\$114.37	\$80.60	\$103.84	\$98.48	\$143.69
NEW LONDON	\$134.97	\$90.57	\$80.24	\$63.47	\$138.59	\$156.62
THOMASTON	.	\$106.07	.	\$86.00	.	\$157.10
OLD SAYBROOK	\$198.15	\$149.42	\$85.80	\$101.53	\$132.06	\$160.23
ELLINGTON	\$120.44	\$96.18	\$93.66	\$77.04	\$140.64	\$167.11
BROOKLYN	\$112.37	\$135.32	\$86.55	\$118.29	\$153.15	\$172.03
BRIDGEPORT	\$167.07	\$190.39	\$144.43	\$159.15	\$170.07	\$178.67
VERNON	\$135.85	\$145.93	\$95.72	\$116.22	\$189.64	\$196.67
MIDDLETOWN	\$154.18	\$268.77	\$123.69	\$198.17	\$195.16	\$204.23
HARTFORD	\$207.63	\$347.80	\$159.43	\$179.46	\$199.10	\$209.64

Table V-6. General Assistance: Top 20 Towns Cost per Case & Cost per Recipient (Ranked by AMCPSC82 and AMCPSC83)

Ranked By AMCPSC82						
TOWN	TCPC82	TCPC83	FOPC82	FOPC83	AMCPSC82	AMCPSC83
GROTON	\$180.09	\$173.42	\$114.25	\$122.42	\$82.88	\$112.13
MERIDEN	\$146.15	\$170.69	\$131.52	\$154.97	\$98.48	\$143.69
WINDHAM	\$132.21	\$174.29	\$108.38	\$125.04	\$113.90	\$131.46
WEST HAVEN	\$121.88	\$129.72	\$104.51	\$112.44	\$116.79	\$123.42
NEW BRITAIN	\$185.59	\$178.02	\$153.66	\$149.61	\$117.23	\$115.38
WATERBURY	\$153.92	\$179.19	\$123.53	\$130.80	\$126.73	\$153.34
KILLINGLY	\$144.37	\$170.42	\$122.61	\$150.35	\$128.56	\$111.91
STAMFORD	\$152.07	\$202.26	\$127.71	\$158.59	\$130.05	\$165.56
MANCHESTER	\$177.71	\$245.41	\$127.62	\$152.05	\$132.99	\$143.47
NEW LONDON	\$214.81	\$143.90	\$127.70	\$100.84	\$138.59	\$156.62
DANBURY	\$159.87	\$182.62	\$137.64	\$158.23	\$153.89	\$162.10
BRISTOL	\$109.24	\$168.26	\$104.07	\$117.88	\$157.25	\$164.81
EAST HARTFORD	\$168.09	\$192.62	\$146.71	\$163.99	\$168.30	\$158.98
NORWICH	\$196.70	\$208.80	\$170.60	\$168.48	\$168.54	\$156.69
BRIDGEPORT	\$225.46	\$245.59	\$194.91	\$205.29	\$170.07	\$178.67
GREENWICH	\$355.35	\$320.75	\$167.01	\$181.86	\$171.00	\$171.72
NORWALK	\$263.07	\$123.05	\$215.44	\$90.22	\$178.10	\$203.39
NEW HAVEN	\$259.22	\$221.66	\$196.99	\$199.36	\$178.31	\$185.49
MIDDLETOWN	\$192.07	\$308.00	\$154.08	\$227.10	\$195.16	\$204.23
HARTFORD	\$260.33	\$314.98	\$199.90	\$217.46	\$199.10	\$209.64
Ranked By AMCPSC83						
TOWN	TCPR82	TCPR83	FOCPR82	FOCPR83	AMCPSC82	AMCPSC83
KILLINGLY	\$86.74	\$116.36	\$73.66	\$102.66	\$128.56	\$111.91
GROTON	\$122.90	\$112.37	\$77.97	\$79.32	\$82.88	\$112.13
NEW BRITAIN	\$131.23	\$132.71	\$108.65	\$111.53	\$117.23	\$115.38
WEST HAVEN	\$77.56	\$87.57	\$66.50	\$75.91	\$116.79	\$123.42
WINDHAM	\$79.33	\$110.19	\$65.03	\$79.05	\$113.90	\$131.46
MANCHESTER	\$116.15	\$179.64	\$83.41	\$111.31	\$132.99	\$143.47
MERIDEN	\$89.56	\$114.37	\$80.60	\$103.84	\$98.48	\$143.69
WATERBURY	\$113.25	\$115.55	\$90.89	\$84.35	\$126.73	\$153.34
NEW LONDON	\$134.97	\$90.57	\$80.24	\$63.47	\$138.59	\$156.62
NORWICH	\$135.09	\$122.40	\$117.16	\$98.76	\$168.54	\$156.69
EAST HARTFORD	\$123.36	\$143.49	\$107.67	\$122.17	\$168.30	\$158.98
DANBURY	\$96.36	\$105.21	\$82.96	\$91.15	\$153.89	\$162.10
BRISTOL	\$78.55	\$132.36	\$74.84	\$92.73	\$157.25	\$164.81
STAMFORD	\$114.53	\$151.24	\$96.19	\$118.58	\$130.05	\$165.56
GREENWICH	\$211.29	\$190.18	\$99.30	\$107.83	\$171.00	\$171.72
BRIDGEPORT	\$167.07	\$190.39	\$144.43	\$159.15	\$170.07	\$178.67
NEW HAVEN	\$172.70	\$184.63	\$131.24	\$166.05	\$178.31	\$185.49
NORWALK	\$165.01	\$80.03	\$135.13	\$58.68	\$178.10	\$203.39
MIDDLETOWN	\$154.18	\$268.77	\$123.69	\$198.17	\$195.16	\$204.23
HARTFORD	\$207.63	\$259.94	\$159.43	\$179.46	\$199.10	\$209.64

Using this measure, for the largest 20 towns, as illustrated in Table V-6, there is a range of \$82.88 to \$199.10 for 1982. The average payment is \$146.29 with a standard deviation of \$32.29, which means approximately two-thirds of the towns' average payments range from \$114.00 to \$178.58. For 1983, the range was \$111.91 to \$209.64, a difference of \$98.73, a somewhat narrower range than for 1982. The average payment was \$157.10 with a standard deviation of \$29.00; thus, in 1982, 68 percent of towns paid on average between \$128.10 and \$186.10, a difference of \$58.

Similar variability can also be found in the 16-town sample. For 1982, the range of payments was from \$98.48 to \$199.10 and for 1983, it was from \$119.95 to \$209.64. The average payment for 1982 was \$142.45 with a standard deviation of \$32.69. In this case more than two-thirds of the towns fell within a payment range of \$109.76 to \$175.14. For 1983, the average payment was \$156.68 with a standard deviation of \$29.72. Again, two-thirds of the towns fell within a payment range of \$126.96 to \$186.40.

The analysis shows that payments to recipients are not equal in Connecticut towns and that the variation is due to the numerous possibilities that make up payment decisions.

Case Load Size and Composition

The 16 towns interviewed had case loads ranging from seven cases in Old Saybrook to 6,144 cases in Hartford. These figures represent the average monthly case load for FY 1983. Table V-7 and Table V-8 portray various case load statistics for the 16-town sample and the largest 20 towns. (Additional data concerning the two town groupings can be found in Appendices I and J.) The tables indicate that towns have a mix of family cases and single cases.

For instance, in 1983, 9 percent of the cases in Middletown were family cases while in New London 32 percent of the cases were family cases. In the 16-town sample, Middletown had the lowest percentage of family cases with Enfield having the highest at 52 percent. This range is indicative of the differences in types of cases found in Connecticut towns. The reasons for the range in case mix are not entirely known, nor are the ramifications the mix has for general assistance policy.

Client characteristics data also present an interesting picture. Table V-9 gives a percentage breakdown for various categories of client demographics. Of particular interest is the length of time the client has been in a town and the state. A dichotomy exists within the client population concerning the amount of time spent in the state and a town before applying for general assistance. Approximately 25 percent of the current

Table V-7. General Assistance: 16 Town Sample Case Load Statistics

	C	C	F	F	S	S	F	F		
	A	A	A	A	I	I	R	R	R	R
	S	S	C	C	N	N	C	C	F	F
	E	E	A	A	G	G	P	P	C	C
	S	S	S	S	L	L	T	T	T	T
	8	8	8	8	8	8	8	8	8	8
TOWN	2	3	2	3	2	3	2	3	2	3
1 BROOKLYN	44	39	14	13	30	26	39	44	0.31	0.33
2 ENFIELD	21	23	10	12	11	11	31	35	0.47	0.52
3 HARTFORD	5564	6144	757	1153	4807	4991	2169	2454	0.13	0.18
4 NEW LONDON	328	450	107	146	221	304	301	411	0.32	0.32
5 TORRINGTON	54	78	13	14	41	64	36	38	0.24	0.17
6 WINDHAM	129	208	37	62	92	146	123	183	0.28	0.29
7 VERNON	58	86	17	25	41	61	55	88	0.29	0.29
8 BRIDGEPORT	3213	4122	517	552	2696	3570	1640	1747	0.16	0.13
9 DERBY	40	44	18	16	22	28	51	52	0.45	0.36
10 ELLINGTON	14	15	4	3	10	12	11	10	0.28	0.20
11 MERIDEN	220	329	6	71	214	258	145	233	0.02	0.21
12 MIDDLETOWN	232	274	33	26	199	248	90	66	0.14	0.09
13 MONTVILLE	25	33	10	12	15	21	30	36	0.40	0.36
14 NEWTOWN	8	13	1	5	7	8	3	15	0.05	0.38
15 OLD SAYBROOK	8	7	4	3	4	4	12	8	0.50	0.42
16 THOMASTON	0	10	0	3	0	7	0	11	0.00	0.30

Definitions:

CASES82=Total case load for 1982

CASES83=Total case load for 1983

FAMCS82=Total family cases for 1982

FAMCS83=Total family cases for 1983

SINGLE82=Total single cases for 1982

SINGLE83=Total single cases for 1983

FRCPTS82=Total recipients within family cases for 1982

FRCPTS83=Total recipients within family cases for 1983

RFCTC82=Ratio of family cases to total cases for 1982

RFCTC83=Ratio of family cases to total cases for 1983

Table V-8. General Assistance: Top 20 Towns Case Load Statistics

	C	C	F	F	S	S	F	F	R	R
	A	A	A	A	I	I	R	R	R	R
	S	S	C	C	N	N	C	C	F	F
	E	E	A	A	G	G	P	P	C	C
	S	S	S	S	E	E	S	S	C	C
	8	8	8	8	8	8	8	8	8	8
TOWN	2	3	2	3	2	3	2	3	2	3
1 MIDDLETOWN	232	274	33	26	199	248	90	66	0.14	0.09
2 NEW HAVEN	2609	3051	214	313	2395	2738	1521	925	0.08	0.10
3 BRIDGEPORT	3213	4122	517	552	2696	3570	1640	1747	0.16	0.13
4 WATERBURY	1888	2362	300	335	1588	2027	978	1636	0.15	0.14
5 BRISTOL	192	354	40	52	152	302	115	148	0.20	0.14
6 MANCHESTER	100	112	21	17	79	95	74	58	0.21	0.15
7 NEW BRITAIN	350	454	76	74	274	380	221	229	0.21	0.16
8 STAMFORD	421	581	71	97	350	484	209	293	0.16	0.16
9 EAST HARTFORD	171	222	32	40	139	182	94	116	0.18	0.18
10 HARTFORD	5564	6144	757	1153	4807	4991	2169	2454	0.13	0.18
11 GREENWICH	88	134	30	27	58	107	90	119	0.34	0.20
12 KILLINGLY	152	127	36	26	116	101	137	85	0.23	0.20
13 MERIDEN	220	329	66	71	154	258	205	233	0.30	0.21
14 NORWICH	581	493	118	110	463	383	383	458	0.20	0.22
15 WEST HAVEN	161	160	47	39	114	121	139	116	0.29	0.24
16 DANBURY	176	212	41	52	135	160	157	208	0.23	0.24
17 NORWALK	350	493	116	139	234	354	324	404	0.33	0.28
18 WINDHAM	129	208	37	62	92	146	123	183	0.28	0.29
19 GROTON	144	173	42	54	102	119	109	148	0.29	0.31
20 NEW LONDON	328	450	107	146	221	304	301	411	0.32	0.32

Definitions:

CASES82=Total case load for 1982

CASES83=Total case load for 1983

FAMCS82=Total family cases for 1982

FAMCS83=Total family cases for 1983

SINGLE82=Total single cases for 1982

SINGLE83=Total single cases for 1983

FRCPTS82=Total recipients within family cases for 1982

FRCPTS83=Total recipients within family cases for 1983

RFCTC82=Ratio of family cases to total cases for 1982

RFCTC83=Ratio of family cases to total cases for 1983

Table V-9. General Assistance Client Demographic Data.

<u>GENDER</u>		<u>AGE</u>		<u>EDUCATION</u>	
		Average: 31.6 years		Average: 10 years	
Males	54%	Under 24	33%	0 - 6 years	23%
Females	46%	25 - 34	34%	9 - 11 years	35%
		35 - 44	17%	12 years	32%
		45 - 54	9%	12+ years	32%
		54 - 64	6%		
		65+	1%		
<u>RACE</u>			<u>MARITAL STATUS</u>		
American Indian	.01%		Never married	54%	
Black	35%		Married	10%	
White	33%		Divorced	14%	
Hispanic	29%		Separated	20%	
Oriental	.08%		Widowed	3%	
Other	2%				
<u>FORMER OCCUPATION</u>			<u>REASON FOR LEAVING LAST JOB</u>		
Blue Collar	48%		Fired	12%	
White Collar	6%		Quit	32%	
Farm Worker	3%		Laid Off	26%	
Service Worker	22%		Still Employed	7%	
Never Worked	21%		Other	22%	
<u>TIME IN STATE</u>			<u>TIME IN TOWN</u>		
0 - 1 month	17%		0 - 1 month	23%	
2 - 3 months	5%		2 - 3 months	7%	
4 - 6 months	3%		4 - 6 months	4%	
7 - 12 months	4%		7 - 12 months	6%	
1 - 2 years	6%		1 - 2 years	6%	
2 - 4 years	6%		2 - 4 years	7%	
Over 4 years	61%		Over 4 years	48%	

general assistance population has been in the state for less than 6 months. On the other hand, 61 percent have resided in Connecticut for more than 4 years. In fact, 48 percent of all clients have been in the state for more than 12 years. Similar statistics appear for the time spent in a town before applying for general assistance.

Clients tend to be young--67 percent are under 35--and have fairly low levels of formal education with 58 percent completing less than 12 years of school. Clients are fairly evenly divided between male and female . Seventy percent listed their former occupations as either blue collar or service workers. Clients also appear to have difficulty holding jobs with 44 percent having either quit or been fired from their last jobs.

CHAPTER VI

FINDINGS AND RECOMMENDATIONS

As the analysis of general assistance indicates, the Legislative Program Review and Investigations Committee encountered several major problems with the program's implementation. The study points out that deficiencies exist in interpretation of the policy manual, management of hospital referrals, staff knowledge of general assistance policies, and payments to clients. These findings as well as those relating to the department's weakness in communicating with the legislature and local welfare administrators, the detection of client and agency error, resource misallocation, and maintenance of appropriate eligibility criteria, are dealt with in this chapter.

Policy Manual

Section 17-3f of the Connecticut General Statutes states in part that the "department shall annually update a general assistance policy manual. Such manual is to be consecutively numbered and indexed, containing all departmental policy regulations and substantive procedure."

The Policy Manual for General Assistance: Standards for Administration and Standards of Assistance is approximately 200 pages in length. It consists of 15 topical areas and 13 appendices. This manual includes relevant statutes, program policies, a listing of standards for granting assistance, and relevant procedures. The appendices give definitions and instructions for some of the more frequently used forms.

However, as program review analysis concluded, major problems exist with the manual's usefulness as a tool in aiding local staff to administer general assistance. Local staff felt the manual was not clear, not specific enough, nor was it designed in a format conducive to easy and frequent use. Local staff much more frequently consult other personnel than use the manual.

Although the department is in the process of rewriting the manual, it lacks a clear structure and timeline for its completion. All new policies and updates of the manual now must be submitted as regulations through the Uniform Administrative Procedure Act (UAPA), a step that adds measurably to the promulgation time.

Therefore, to ensure that a clearly written policy manual is available for local welfare staff in a timely manner, the Legislative Program Review and Investigations Committee recommends that:

The Department of Income Maintenance shall rewrite the general assistance manual by July 1, 1986. This manual shall be written based on a standard of plain language similar to that described in Section 42-152 and Chapter 676a of the Connecticut General Statutes. The manual shall include: an index for frequent referencing and a separate section or manual describing specific procedures to follow in order for policy to be clarified.

Quality Control

The present quality control efforts made by the department in the General Assistance program include audits, sporadic case reviews conducted by the policy consultants, and identification of the message errors made on the two statewide computerized transaction forms. The department presently has several sources of data, which have the potential to provide information regarding specific town or statewide errors or areas of problems.

General assistance procedures. The data from the general assistance application forms (W-1250 and W-1255) are presently fed into the centralized computer. The data include social security numbers for each new and current applicant, which in many towns serve as the case identification number. In a staff profile survey developed by the Legislative Program Review and Investigations Committee, 91 percent of the reporting towns agreed that social security numbers should be crosschecked among towns to assure that a recipient is not receiving assistance from more than one town simultaneously. Although it is possible for the computer to conduct this match, it is not currently being done. In the AFDC program, social security numbers are matched nationally to check for receipt of welfare in other states.

The Department of Income Maintenance policy consultants, through their phone contacts and office visits to the towns, are in a position to identify policy and procedural areas that are problematic to the local staff. Although some of the issues raised through this format are discussed in the general assistance unit staff meetings, there is no mechanism for keeping track of the type and frequency of the questions raised, nor identification of consistent answers between consultants. In one situation described to committee staff, a local welfare director had asked the same question of three policy consultants, and received three different answers relating to the client's eligibility. The inconsistency in advice and the inability to identify generalized situations could be prevented if consultants logged and routinely analyzed questions raised and answers given to the towns.

Results from fair hearings and audits are shared with individual towns for error correction. This information should be

routinely analyzed to identify issues and problems that could be rectified through training or policy and procedure clarification.

Audits. The Legislative Program Review and Investigations Committee reviewed department audits of the 16-town sample and reviewed a sample of audited cases from three of the towns. The review found that audits need to concentrate more on finding client error rather than just verifying that the town has completed the necessary paperwork.

The auditors review case files for compliance with eligibility criteria and check 21 areas to see if the town followed appropriate procedures. Income maintenance auditors have four possible determinations for each area examined: 1) no error; 2) error; 3) not applicable; and 4) unable to determine. In reviewing the completed audits for the 16-town sample, staff found that most areas reviewed by the audit were determined "not applicable." Table VI-1 presents the findings of the committee's review.

Table VI-1. Percentage of Audit Cases Falling Into Each Category

CATEGORIES				
	NE	E	NA	UD
Percent of Cases	24%	1%	72%	2%

Key: NE = No Error
E = Error
NA = Not Applicable
UD = Unable to Determine

In light of the fact that 72 percent of the cases fell into the "not applicable" category, it seems there is a need to re-examine the audit procedures to better establish agency and client error. A "not applicable" rate of this magnitude trivializes the audit process.

Program review staff also found that client error was not audited at all. Three major areas need to be included in the audit and can be checked through existing state records to verify the client's responses. The areas are: motor vehicle ownership; unemployment compensation; and Connecticut State Employment

Service registration. Gathering data from these sources will provide the Department of Income Maintenance with unbiased information concerning client error that is not currently available. Program review staff checked 80 cases in 3 towns and found 2 clients receiving unemployment compensation while on general assistance. The department needs a more accurate picture of client-generated errors, and independent verification of these areas will provide the necessary information to formulate error rates for towns and plan appropriate remedial action.

Program review committee analysis also found that the statistical methodology for choosing cases and extrapolating errors was not clearly set forth. In fact, one town is currently challenging the statistical basis for both choosing its audited case sample and determining the financial penalty. Without a clearly stated and appropriate statistical methodology it is difficult for towns to review the basis for extrapolating errors from the sample to the population.

Corrective action system. The data obtained from client application forms, as described in the previous sections, should be utilized for specific town and statewide analysis. The information obtained from computerized crosschecks, policy questions, fair hearings, error messages, audits, financial reviews, and eligibility case reviews should form the basis for a corrective action system.

This new system, a modified version of the department's correction action panel, should look at frequently identified problem areas and develop recommendations for rectification. The Department of Income Maintenance's corrective action panel analyzes data and is responsible for developing plans aimed at reducing errors in the AFDC, food stamp, and medical programs.

Sanctions. The Department of Income Maintenance is currently imposing financial sanctions in the form of withholding reimbursement on towns found to have case errors. While the commissioner appears to have the authority to withhold reimbursement from towns that do not "conform to such standards" set by the department, he does not have explicit authority to carry out a sanction program for towns found having errors (C.G.S. Sec. 17-3a). This program is having a major impact on towns and needs to be established as legislative policy and implemented through the regulatory process.

To assure that a system for increasing quality control is developed in the General Assistance program, the Legislative Program Review and Investigations Committee recommends the following:

In order to identify possible areas of client and agency error or implementation problems, the general assistance unit should: conduct a periodic social security match of those on

general assistance in each town; document policy and procedural questions raised via telephone and office visits by local welfare staff; and analyze results of fair hearings and audits.

The Department of Income Maintenance shall have the statutory authority to conduct audits of all General Assistance programs in the towns. The audit program shall be implemented through regulations and include the following functions:

- an independent verification of motor vehicle ownership, unemployment compensation, and registration with the Connecticut State Employment Service using records at the Department of Labor and the Department of Motor Vehicles;
- a financial review of each town's accounts;
- a selection and sampling methodology for choosing cases to be reviewed in each town; and
- a case review of compliance with significant eligibility and workfare regulations.

The Office of General Assistance should develop a system to rectify the problems identified in the analysis of data from town questions, fair hearings, and audits. A corrective action system that identifies the need for policy regulation changes, clearer procedural explanations, and training programs should be instituted.

The Department of Income Maintenance shall be given statutory authority to implement the current program providing for sanctions to be imposed against towns that are found in noncompliance as a result of an audit.

Training

In outlining standards for granting general assistance, Section 17-3a of the Connecticut General Statutes states that "[t]he commissioner shall inform the towns and such districts of the standards so established and shall advise and assist them in their application thereof." Based on this, Department of Income Maintenance staff, particularly the policy consultants in the general assistance office, provide consultation and training regarding policy and procedure to town personnel.

When program review staff surveyed local welfare administrators as to their perceptions of the department's performance in providing new local welfare officials with information and

training, 62 percent stated that it was excellent or good, while 38 percent responded that the performance was fair or poor. During visits in the 16-town sample, program review staff observed and heard differing accounts on the amount and depth of training received from income maintenance.

Each town trains its staff in a different manner. Many towns depend upon the department's policy consultants or their own informal education for initial training and review. Frequently officials use monthly meetings as a source for formal and informal education, while a few larger cities have developed formalized training programs.

However, program review data show that knowledge of general assistance policy and procedures was and is inadequate, which raises questions about the department's attention to training of local welfare officials. During the course of the committee's review, income maintenance recognized local training as a major need and developed a job position in the training unit for general assistance instruction.

In order to assure that administrators and staff in local general assistance offices are aware of policies and procedures for determining eligibility and financial awards, the Legislative Program Review and Investigations Committee recommends that:

The Department of Income Maintenance shall develop a formal training program that local welfare administrators and direct service staff shall be required to attend. This program shall consist of:

- a minimum of 40 hours of training for new staff and administrators within the first six months of beginning in the position;
- twenty hours of training yearly for the current local welfare officers, including a review of current and new state policies; and
- specific training sessions, which shall be held within three months of implementation of major policy changes.

Annual Report

Other than a report submitted to the General Assembly each May on the Workfare program, there is no annual report issued on general assistance. One of the most apparent problems in the General Assistance program is the lack of established goals and objectives for the general assistance unit. An annual report should be issued to the General Assembly as well as the 169 towns that

includes a work plan containing goals, objectives, and strategies for the upcoming year.

Further, the annual report would serve as a mechanism to utilize the data developed and analyzed over the previous year's period to track trends in the program and report those to the legislature and the towns.

The unit's activities over the preceding year should also be summarized in the annual report, e.g., town site visits made, number of phone inquiries, legislation passed, and the like. This type of report, as well as being informational, would serve as a useful management tool, pointing out areas where the staff might concentrate more effort.

For example, according to the staff profile survey, one area that appears to warrant more attention is town visits by Department of Income Maintenance staff. In response to the question on rating the general assistance policy consultants' performance, only 9 percent of the respondents gave a negative rating on responding to phone inquiries while 35 percent rated the consultants negatively on making site visits to towns. If a report were issued annually with work statistics included, a unit function that had been neglected could be detected before becoming a major problem.

Therefore, the program review committee recommends that: The Department of Income Maintenance prepare and issue an annual report to the General Assembly, each of the towns in the state, and any member of the general public who requests it. The report should be issued each September for the previous fiscal year, and contain, in addition to staff and budget information, a summary of the activities for the previous year, goals and objectives of the unit for the upcoming year, general assistance data, and analysis on trends in the program.

Hospital Referrals

During interviews held with local welfare officials in the 16-town sample, one of the problems cited most frequently was hospital referrals. The hospital and medical categories, as noted in the Chapter II, have experienced the greatest growth in expenditures.

The Medical Assistance program under general assistance is in a period of transition. Until April 1, 1984, a hospital could send a referral notice to the town, within seven days of beginning treatment, requesting the patient apply for general assistance so that the hospital could receive payment by the town. Since April 1, a new law (P.A. 83-575) has been in effect that allows the hospital itself to file an application for medical assistance directly to the town. The hospital now has 60 days to file a

completed application; however, the town must accept an incomplete application if reasonable attempts have been made to complete all necessary information, as defined in regulation. Town sentiment is that the new law will make it easier for hospitals to apply on behalf of a patient.

The hospital referral process had many drawbacks. First, many towns have enormous case backlogs; that is, those cases in which the towns have never made eligibility determinations. For example, the Torrington local welfare official informed program review staff in April that the town had a two-year case backlog. Bridgeport has 5,000 cases currently being litigated, and the city receives approximately 200 new cases per month. The reason for this backlog, as indicated in Chapter II, is because the towns, until recently, were not paying medical and hospital cases. The backlog in cases poses a major problem, especially for towns already understaffed.

Second, in most towns staff has little or no expertise in reviewing medical cases for payment. This review involves investigating an applicant's eligibility to have hospital bills paid, often with little more than a name and address to proceed on. In addition, towns must also determine whether the medical services provided are covered under the assistance program.

Third, due to the tremendous backlog--for example some of the cases in Bridgeport date back to the early 1970s -- hospitals are not being paid promptly, causing them to increasingly sue the towns for payment. Further, the hospitals are winning a majority of cases both because it is extremely difficult to determine a client's eligibility after 10 years, and because there have been no regulations developed to clearly determine whether a client is qualified or not.

If the state were to determine eligibility for all hospital referral cases, benefits would result in several areas. First, the hospitals would only have to deal with the state rather than 169 towns. Second, the state would have access to the medical review and medical audit units as well as the Medical Management Information System (MMIS), making it easier to determine appropriate medical services for payment as well as detect cases of fraud and abuse.

Finally, the process would be expedited considerably if the state were to assume responsibility for these cases. The state's required time in making determinations in similar Title XIX cases is 60 days. This timeliness in decision-making would result in fewer lawsuits being brought against towns because of undetermined cases and more effective eligibility determination.

While the new law has not yet become operational, the committee believes that the problems of timeliness, backlog, lack of expertise, and decentralization with the current system, could continue under the new system. **Therefore, the program review committee recommends that the state assume responsibility for all hospital referral cases under the General Assistance program.**

The committee realizes state takeover of hospital referrals would result in increased administrative costs to the state for additional resources needed to handle these cases. It is difficult to determine what these administrative costs would be because the data on the number of hospital cases and time needed to ascertain eligibility for each case is difficult to estimate. According to Department of Income Maintenance data obtained from the general assistance application forms, approximately 3,794 hospital referrals were granted and 12,660 were denied since September 1983.[1]

Based on a figure of 23,840 hospital referrals (including Hartford's cases), and assuming that an average of 88 cases can be determined in one month, it would mean that 22.5 persons would have to be hired to handle the case load the hospital referrals would generate. Based on an average salary of \$18,316 (excluding fringes) for a Department of Income Maintenance eligibility technician, this would mean an increase of \$412,110 in administrative costs.[2] However, because the towns no longer would have to perform this function, savings in time and costs should be realized at the local level.

In addition, program costs to the state will increase if the additional 10 percent of hospital costs now being paid for by the town are provided by the state. Based on the FY 85 agency appropriation of \$12,886,903 for the hospitals category, the increased costs would total \$1,288,690. However, to offset this the state may realize some program costs savings due to better and more timely eligibility determination, and cost-containment efforts that could be more easily applied on a statewide basis.

1 This figure does not include Hartford's case load. During the 1984 fiscal year, Hartford accepted 2,467 inpatient referrals and denied 2,667 others. It also accepted 634 outpatient referrals while rejecting 1,618.

2 This figure is based on the number of cases the City of Hartford's medical unit is able to review in a month.

Flat Grant

Payments to clients are currently made on a needs basis rather than a single flat grant. The amount paid is based upon an individual's financial need minus any financial resources. Financial need is determined by assessing a client's circumstances and providing funds for various categories of goods and services outlined in the general assistance policy manual. As previously indicated, towns have numerous options in providing for basic and special needs.

Analysis of all the available payment measures has led to one conclusion: payments to recipients are not equal in Connecticut towns. In fact, depending upon the measures used, the variation in payments is large.

In attempting to isolate the cause of variation, two possible reasons have been explored: one, as noted earlier, is the nature in which payments are made, and the second reason is related to the difference in the cost of living in different regions of the state. To examine whether or not a difference in payments may be associated with differences in costs of living, program review staff correlated a town's median income, used as a proxy for the cost of living, with AMCPSC82/AMCPSC83 for both the largest 20 towns and 16-town sample. Although median income is not the best indicator of an area's cost of living, it is the best currently available. For the largest 20 towns, the correlation (r) was very weak and not statistically significant, .017 and .045 for 1982 and 1983, respectively. For the 16-town sample, which is perhaps more representative of the state as a whole, there was a negative correlation between AMCPSC82/AMCPSC83 and median income (-.29 and -.49). This means that a higher payment is associated with a lower cost of living (as measured by median income). Based upon the results from this analysis, it does not appear that the payment is based upon a town's cost of living.

The committee concluded, therefore, that the primary reason for the variation in payments among towns is due to the way payment decisions are made. As noted earlier, there are numerous possibilities for determining the size of a grant an individual may receive.

The Department of Income Maintenance Policy Manual gives 20 different standards for rent depending upon town residence. There are 6 different categories for basic needs and 11 different categories for special needs. This allows for at least 1,320 different possible payment configurations. In addition, within each category, towns may pay from nothing at all to the standard set by the policy manual. Adding this to the 1,320 options results in an almost infinite number of payment amounts. Each town in the state is able to choose among these options to determine a client's

general assistance grant. Variability is built into the current system.

The range in payments to clients should be considered on three grounds: 1) fairness; 2) giving the recipients the responsibility to make decisions based upon their own needs; and 3) the complexity of the payment system.

In the court cases of Dunn v. Moore and Walton v. Maher, the state was criticized for not providing uniform general assistance and medical assistance services to all citizens. For example, some towns covered certain medical procedures while others did not. Prompted by Walton v. Maher, the medical assistance suit, the legislature passed P.A. 83-575 in 1983, which required that all towns provide for medical benefits as outlined in the bill. The legislation was intended to equalize benefits for general assistance medical care throughout the state so all clients would be treated fairly. The current general assistance payment system mirrors the lack of uniformity within the medical assistance system. Clients are not being treated fairly throughout the state as to the amount of assistance being granted and the type of benefits being provided.

The second area in need of discussion concerns client responsibility. If clients are expected to be on general assistance for only a short period of time, then they will need to take control of their lives. The current payment system fosters dependence, not independence, by having the local welfare administrator decide upon every aspect of a client's basic needs rather than allowing the client to determine how the funds received are to be budgeted.

Finally, having so many different options for providing benefits leads to confusion over what should or should not be provided as well as to errors in computing an individual's basic grant. The current payment system is complex and unwieldy making it difficult to administer on the local level.

A two-part flat-grant proposed in the following recommendation would allow for flexibility in providing necessary services, simplify the payment system, and bring greater uniformity to client grants throughout the state. Therefore, the Legislative Program Review and Investigations Committee recommends that:

The Department of Income Maintenance shall institute a two-part flat-grant payment system for providing general assistance to clients replacing the current system as follows:

- one part shall consist of payments for living expenses; and

- one part shall consist of payments for rental expenses.

Either part may be granted on an as-needed basis, but when granted must be granted in its entirety. Income and other available resources will continue to be subtracted from the grant.

The department shall develop a three-region weighted payment system for the state based upon each region's cost of living. The flat-grant shall be determined by the weighted payment system.

Towns, with the department's approval, may provide emergency expenses for clients in need.

Administrative Waivers

Administrative waivers are usually individual exemptions to or substitutions for a program's policies or procedures granted to a requesting party by the body administering the program. Currently, towns are requesting the Department of Income Maintenance to waive particular aspects of the General Assistance program. However, while a number of exemptions has been granted in the last two years, there is now no statutory authority for the commissioner of income maintenance to grant such administrative waivers. Further, there is no set procedure either in regulation or in the policy manual concerning the granting of a waiver.[1]

Because there is no set procedure, the granting of waivers is inconsistent. One town might receive a waiver for a certain requirement, while other towns must still conform with the policy, and still be subject to an audit to ensure compliance. A prime example of the type of exemption being granted is for the client job-search requirement.[2] In one large city the state FY 82 Department of Income Maintenance audit showed that 31 percent of the city's case load was in noncompliance with the program's eligibility criteria because of a lack of job-search documentation. The following year the same city requested and received a waiver on the job-search requirement for its workfare recipients (a majority of its clients).

¹ An exception is the procedure for administrative approval of rent exceeding \$200, which is mentioned in the policy manual.

² Each general assistance client determined to be employable must complete a search of three jobs per week in order to remain eligible for assistance.

It is the program review committee's opinion that administrative waivers should be granted only in individual cases, where a client's circumstances prevent him or her from fully meeting the program's requirements, and not because a municipality appears unable to enforce the eligibility requirements for a sizable portion of its clients.

The current system of granting administrative waivers seems unfair because not all towns appear aware that the possibility of exemptions exists. In addition, this process does not appear to meet the perceived purpose of an administrative waiver, which is usually granted only for individual cases.

The program review committee believes that the basic eligibility requirements should not be waived for particular towns; requirements should either be met universally or eliminated for all localities. Basic eligibility requirements may be defined as those areas of the program subject to penalty by Department of Income Maintenance auditors.

In addition to the granting of waivers, according to the general assistance policy manual, "if a town has elected to pay actual shelter expenses in excess of \$200, administrative approval must be obtained in writing from the Department of Income Maintenance." However, it is not clear to program review staff whether this is a one-time approval, or if the approval must be granted for each individual client paying excess rent.

To ensure that all towns are made aware of the right to request an administrative waiver, and to guarantee that the waivers be applied uniformly, the program review committee recommends the following:

The commissioner of the Department of Income Maintenance shall be given statutory authority to grant administrative waivers regarding general assistance. The procedures for granting of waivers shall be established in regulation, and such waivers shall be case-specific and shall not apply to basic eligibility requirements. Further, the department shall inform all towns in writing, on at least a quarterly basis, of all types of administrative waivers granted for that period.

Resource Allocation

To improve the efficiency of the Department of Income Maintenance, resources need to be reallocated to areas where deficiencies have been cited. The following recommendations will improve the implementation of general assistance by the department.

Timely development of regulations. General assistance administrators have cited a lack of timeliness in the distribution of new policies as a significant problem in their implementation of the General Assistance program. This problem was initially brought to the attention of the program review staff by members of the Connecticut Association of Local Administrators of General Assistance (CALAGA) policy committee who stated there was a considerable amount of time between the effective dates of new statutes and implementation by the department through policy notices.

Two methods were used to study the slow implementation of legislation. In the staff profile survey, local welfare administrators were asked to rate the Department of Income Maintenance on "providing up-to-date information regarding new or revised laws, regulations, and policies in a timely manner." The ratings were: 43 percent excellent, 36 percent good, 19 percent fair, and 2 percent poor.

In addition, program review studied the time it took the department to develop policy from the public acts related to the General Assistance program. The dates of the department policy transmittal notices of the 12 public acts enacted from 1980 through 1983 were compared to the dates the public acts were to be statutorily effective. Of the 12 acts, the average time between the effective date and the date the policy was sent to towns was 6.3 months. The length of time for transmittal ranged from 4 policies that were transmitted on the effective date or within 2 weeks of such date, to one that took 34 months. Three sets of proposed regulations implementing the acts are still in the process of being written or being submitted to the regulation review process. These include 2 sets of proposed regulations that are now 12 months past the effective date and one that is 6.5 months past the effective date.

State statutes mandate that the department develop and annually update a general assistance policy manual, and that policies be adopted in regulation form. In many instances, however, the Department of Income Maintenance policies were apparently not considered regulations, and thus were not submitted to the regulations review process. Policy is presently developed by the director, program supervisors, and policy consultants in the general assistance unit, all of whom have other primary job duties. When staff members work on policy development they are taking time from other functions. Although the department's policy unit develops policy for other units in the department, it has not done so for general assistance in several years.

Public Acts 84-150 and 84-132, both passed in 1984, will have significance for the timeliness of policy development. Pursuant

to P.A. 84-150, "An Act Concerning The Department of Income Maintenance Policy Manual", all new department regulatory policy must pass through the regulation-making process. Public Act 84-132, "An Act Concerning The Timetable For Adoption Of Regulation By A State Agency", which amends the UAPA, establishes agency deadlines for the submission of proposed regulations.

Department of Income Maintenance staff resources do not appear to be adequate for the timely promulgation of general assistance regulatory policy. Therefore, either staff resources need to be transferred from other parts of the department, or new staff should be added to insure adequate priority for the development of general assistance policy without other services being adversely affected.

Staff training. The policy consultants in the Office of General Assistance provide training to local general assistance staff. They fulfill this role in addition to their functions as policy interpreters. Presently, they are also being utilized for policy development and for evaluating errors on the computerized forms. Program review recommendations made above require a more extensive effort be made in the development of a formal training program. To assure that this training program is given adequate resources, staff must be assigned to develop and conduct it.

Research and analysis. The General Assistance program is in need of more precise estimates of program characteristics and client population data. There is also a need to obtain a better understanding of client demographics, trends in case load growth, variations in payments and benefits, and the circumstances that lead people to seek general assistance. Basic research and analysis, not merely collecting and filing data, need to be conducted by Department of Income Maintenance staff.

To develop policy concerning general assistance, research must be done on the client population so that problem areas can be accurately identified and appropriate solutions applied. Without strong efforts in analysis of general assistance, it becomes impossible to evaluate program effectiveness. Additional resources must be applied to the research and analysis area if better policy formulation is to be attained.

Consultation for job development. Since the development of the Mandatory Work, Education and Training (Workfare) Program in 1980, a significant amount of time and staff resources of the income maintenance's general assistance unit and the towns have gone into the program's development.

Data from the staff profile survey indicate there are 96 town and city staff members with job assignments related to the workfare program. There is a significant difference between the level

of education of these staff members and the 249 staff in the eligibility worker/caseworker classification. Forty percent of the workfare staff have high school diplomas or less, compared to 15 percent of the eligibility technician/caseworkers. Separate data on the education or training of workfare administrators were not readily available. Only 3 percent of all staff in the town welfare offices have prior work background in job development or job training.

The policy consultants and program supervisors in the Department of Income Maintenance General Assistance Unit are responsible for providing consultation to the towns in the development of workfare. In addition, the department is mandated, under Public Act 83-535, to develop positions for the placement of 25 percent of the employable participants in each town where there are over 180 employables. There is no staff member in the Office of General Assistance with specialized training in job development or able to assist with the development of job training programs in private industry.

Organizational consultation. With the initiation of the Workfare program, several municipalities, particularly the large- and medium-size towns, have had to make significant organizational changes. They have had to restructure their organizations including job reallocation, job descriptions, and record keeping systems in order to respond to the programmatic and statistical requirements of the new program.

The program supervisors and policy consultants in the general assistance unit are supposed to provide some organizational consultation, but due to other job functions this staff has to limit the time spent in the field. It appears that the Office of General Assistance has not the time nor background to provide the kind of expert consultation needed to help the towns make major organizational changes.

Therefore, in order to assure that there are adequate staff resources within the needed areas of expertise, the Legislative Program Review and Investigations Committee recommends that:

The Department of Income Maintenance should allocate staff resources with specialized skills and specified job descriptions to enable the General Assistance program to fulfill the following additional functions:

- **timely development of regulations;**
- **adequate training of local welfare administrators and staff;**

- research and analysis of data and technical program effectiveness;
- consultation for development of jobs and job training programs; and
- expert organizational consultation to the administrators of local welfare programs to facilitate organizational change necessitated by regulatory and statutory mandates.

Review of Eligibility Criteria

As previously cited in the administrative waiver area, one of the most frequently granted exemptions is the job-search requirement. This waiver has been approved for municipalities as a whole rather than for individual clients. For example, according to New London's general assistance administrator, the city was granted a waiver because city businesses complained that general assistance clients were continually calling on their establishments seeking jobs that did not exist.

It is the program review committee's opinion that when a waiver is granted on such a large-scale basis it indicates a problem of workability with the policy.

Another example of a policy of questionable benefit was removed as a legal requirement during the 1984 legislative session. The Connecticut General Assembly eliminated the statutory obligation of children to be legally liable for parents 65 years or younger under the Public and General Assistance programs.

The program review committee was informed, through interviews held with administrators in the 16 towns, that this requirement was not cost-effective. Often towns would spend considerable time and money pursuing legally liable relatives with little success in either locating persons or in finding persons who were able to assume financial responsibility for the parent.

These two examples point to the need for a thorough review of all general assistance criteria. **Therefore, the Legislative Program Review and Investigations Committee recommends that the Office of General Assistance should examine all general assistance eligibility criteria and procedures, and eliminate those that are obsolete or unworkable.**

APPENDICES

APPENDIX A

GENERAL ASSISTANCE 16-TOWN SAMPLE

BRIDGEPORT

BROOKLYN

DERBY

ELLINGTON

ENFIELD

HARTFORD

MERIDEN

MIDDLETOWN

MONTVILLE

NEW LONDON

NEWTOWN

OLD SAYBROOK

THOMASTON

TORRINGTON

VERNON (ROCKVILLE)

WINDHAM

To obtain a geographically representative sample of the Connecticut towns, two were chosen from each of the state's eight counties. The two towns were either urban/surburban, suburban/rural, or urban/rural in nature. An effort was also made to obtain a range in the population-to-general-assistance-caseload ratio among the 16 towns. The towns chosen represent approximately 60 percent of the general assistance case load.

APPENDIX B

GENERAL ASSISTANCE POLICY SURVEY

- A. Mr. Jones, a 58-year-old single man, was admitted to a New Haven hospital on February 7, 1984 with ulcers. The New Haven police brought him to the hospital after finding him in his car, parked in a New Haven town park. At the time of his admission, he was homeless and had been living in his car for the previous two weeks. His last known address was a Derby rooming house, from which he had been evicted two weeks prior to admission.

Mr. Jones had an excellent employment history. He earned \$20,000 per year as a mechanic until a year ago when he became depressed after his wife died. Since then he has only worked odd jobs and has borrowed money from friends to survive.

Mr. Jones was discharged from the hospital on February 18. Following discharge he moved in with friends in Derby. He applied for and was granted G.A. financial assistance in that town.

On February 14, the hospital sent a notice regarding the hospitalization to the New Haven G.A. office. Seeking to protect its interests because of a possible residency dispute, the hospital also sent a notice to the town of Derby. Both towns received the notices on February 15.

Neither town has paid the bill; both are being threatened with legal action, and now must determine whether or not to pay. The city of New Haven refuses to pay as it feels that the bill is Derby's responsibility as the client last occupied a place of abode there prior to hospitalization. Derby is refusing to pay as that town states that Mr. Jones is again employable and has several good prospects for jobs. The town feels he should be able to pay the \$5,600 bill over a 36-month period.

Six months later he is still on G.A. and Workfare. He has continuing medical needs. He needs eye glasses, dentures, and he has bunions. He now recognizes that he is depressed and is interested in receiving psychiatric treatment.

1. Did the hospital notify the towns in a timely manner?

Right 88% Wrong 11%

2. If the hospital had sent the notice on February 17, 1984 and either town had received it on the same day, how much of the bill would the town be liable for? (Assuming that Mr. Jones was discharged on February 18, and otherwise eligible).

Right 43% Wrong 57%

3. Given the diagnosis of an ulcer stated on the hospital referral, would a Title XIX application have been appropriate?

Right 68% Wrong 32%

4. Was the city of New Haven correct in denying payment based on lack of residency?

Right 62% Wrong 38%

5. Assuming the town must make an immediate decision, is Derby correct in denying payment of the hospital bill due to the client's employment history and future prospects?

Right 71% Wrong 29%

6. Assuming Mr. Jones is clearly eligible to have this bill paid, which town is responsible for payment of Mr. Jones hospital bill?

Right 63% Wrong 37%

7. Which of the following new medical needs is eligible to be covered by the town?

outpatient psychiatric treatment
bunions
dentures
eyeglasses

Right 82% Wrong 18%

8. Assuming Mr. Jones' budget is \$280 per month and that he is on the workfare program, how many hours per week should he be working? (Assume the town credits \$4 per hour.)

_____ with incentive

Right 86% Wrong 14%

_____ without incentive

Right 88% Wrong 12%

- B. Mr. Gaudette, single, has been on G.A. for six months. His monthly budget is \$276, and he is paid weekly (\$63.74). The town credits workfare hours at minimum wage (\$3.37 per hour). Mr. Gaudette is required to work at least 18 3/4 hours per week. He occasionally works additional hours (total = 21 3/4) to receive the incentive.

Last January, Mr. Gaudette was suspended for the first time as he missed an entire week of work without a valid excuse. The town suspended his award, but Mr. Gaudette requested a fair hearing, which was held seven days from the date of his request. The town was upheld. After this suspension ended, Mr. Gaudette subsequently returned to work and completed his assignment successfully until the week of April 9. While he reported to his assignment every day, he was insubordinate (refusing to perform certain duties for which he is physically fit, and swearing at his site supervisor). He took several extended coffee breaks and deliberately damaged several pieces of town equipment. The town again suspended him. Mr. Gaudette has agreed to participate in workfare during the penalty period.

1. Assuming the town was correct in suspending Mr. Gaudette the second time, how long should the suspension last?

Right 95% Wrong 5%

2. If he is suspended would he remain eligible for medical assistance during suspension?

Right 97% Wrong 3%

3. Is he eligible to work for the incentive if he is suspended and conditionally reinstated?

Right 59% Wrong 41%

4. If, during the April penalty period, Mr. Gaudette misses a week's work (unexcused), what action should the worker take?

Right 62% Wrong 38%

5. During the last two weeks of the April suspension period Mr. Gaudette breaks a leg and is medically unable to work for six weeks. He requests that financial assistance be continued until his leg recovers. Would the worker be correct in refusing to provide assistance as the client will be unable to fulfill his workfare hours?

Right 94% Wrong 6%

-
- C. On Monday, June 4, Joan who is 16 years old, requests G. A. financial and medical assistance. She is three months pregnant when she completes the application for general assistance on June 5. She has no income or assets and has quit high school. When her parents are contacted, they agree to support her in their home. Joan refuses to return home. DCYS has previously found the parental home unsuitable for Joan, but will not accept Joan for service as she has refused to accept placement in a foster home or group home.

Joan has been seen at the prenatal clinic. The physician's note indicates that she is in good health and is due to deliver on December 15. Joan has two housing alternatives. First, she can move in with her boyfriend's family. They have agreed to take her in and will charge \$100 a month for room and board. Or, she can move in with a girlfriend and split the rent of \$400 per month. The apartment is furnished and utilities are not included in the rent. (This town utilizes method 2 for payment)

1. How many days does the town have to make a determination regarding her eligibility?
Right 52% Wrong 48%
2. If Joan is eligible for G.A. financial assistance, what is the effective date of eligibility?
Right 75 % Wrong 25%
3. If Joan had requested assistance and filed an application on Friday, June 8, within how many days must the town release payment?
Right 47% Wrong 53%
4. If Joan is eligible and chooses to live with her boyfriend's family, what will be the amount of her award if this was a town in your region?
Right 74% Wrong 26
5. What will the monthly award be if Joan decides to share the apartment with her girlfriend?
Right 74% Wrong 26%
6. Assuming that Joan has a healthy pregnancy, at what point would she no longer be required to participate in workfare?
Right 92% Wrong 8%
7. When would Joan become eligible for Title XIX?
Right 91% Wrong 9%
8. What situation would make Joan ineligible for G. A.?
Right 78% Wrong 22%

-
- D. Mary Johnson, a resident of Bridgeport, is 53 years old and has been receiving general assistance for two years. She resides in a small cottage that she owns. Her monthly award was \$281.03 per month. Payments were made weekly in the amount of \$64.90. Ms. Johnson has been reporting to her workfare site at the elderly lunch program regularly as assigned. She was due to receive her most recent G.A. check on Friday, March 9, 1984, covering the period of March 13 through March 19.

Three months ago, Ms. Johnson had informed the General Assistance worker of a pending inheritance from an uncle. On Monday, March 5, Ms. Johnson received the inheritance check of \$500. It was on March 9, when she came in to pick up her weekly G.A. check that she informed the worker of the lump sum payment. On this same date, the worker prepared a Notice of Action (W-1255) informing the client of the action to be taken by the town.

1. What should be the amount of Mary Johnson's grant for the period covering March 13 through March 19?

Right 39% Wrong 61%

2. When would her payments stop?

Right 34% Wrong 66%

3. When would the payments resume?

Right 13% Wrong 87%

4. Will her medical coverage continue?

Right 62% Wrong 38%

5. What action, if any, should the worker have taken upon learning of Ms. Johnson's pending inheritance?

Right 72% Wrong 28%

6. In determining the "spenddown" period, which does the worker use as a basis of calculation?

Right 72% Wrong 28%

7. During the spenddown period, is Ms. Johnson's financial award considered to be: suspended or discontinued

Right 68% Wrong 32%

8. Considering that Ms. Johnson has been participating in Workfare, is it required that the town place a lien on her house?

Right 81% Wrong 19%

-
- E. Mr. Eaton, who had been living alone in his own apartment, died two weeks before his 64th birthday. He was a widower and supported himself totally from Social Security Disability and a small pension. His total income from these sources was \$453 per month. He had many health problems and was covered by Title XIX as well as Medicare. Mr. Eaton had made no arrangements for burial and, aside from a small insurance policy with a \$200 death benefit, he had no assets.

His daughter, the sole support of her two children, claimed that she could contribute \$100 towards a funeral and burial. Mr. Eaton's close friend, Mr. Brown, is also willing to put \$50 towards the funeral.

The town has received a properly completed bill for the funeral and burial. Charges totalling \$920, including a transportation allowance of \$15 for transporting the body from the funeral home to the cemetery. The worker has verified that this was a 30-mile trip.

1. In this case, what if any amount should the town pay towards Mr. Eaton's funeral.

Right 4% Wrong 96%

2. Is the \$15 transportation cost allowable?

Right 91% Wrong 9%

3. If Mr. Brown's contribution was \$200, would it make a difference in the town's contribution?

Right 59% Wrong 41%

APPENDIX C

POLICY SURVEY ANSWERS

GENERAL ASSISTANCE

Policy Survey

- A. Mr. Jones, a 58 year old single man, was admitted to a New Haven hospital on February 7, 1984 with ulcers. The New Haven police brought him to the hospital after finding him in his car, parked in a New Haven town park. At the time of his admission, he was homeless and had been living in his car for the previous two weeks. His last known address was a Derby rooming house, from which he had been evicted two weeks prior to admission.

Mr. Jones had an excellent employment history. He earned \$20,000 per year as a mechanic until a year ago when he became depressed after his wife died. Since then he has only worked odd jobs and has borrowed money from friends to survive.

Mr. Jones was discharged from the hospital on February 18. Following discharge he moved in with friends in Derby. He applied for and was granted G.A. financial assistance in that town.

On February 14, the hospital sent a notice regarding the hospitalization to the New Haven G.A. office. Seeking to protect its interests because of a possible residency dispute, the hospital also sent a notice to the town of Derby. Both towns received the notices on February 15.

Neither town has paid the bill; both are being threatened with legal action, and now must determine whether or not to pay. The city of New Haven refuses to pay as it feels that the bill is Derby's responsibility as the client last occupied a place of abode there prior to hospitalization. Derby is refusing to pay as that town states that Mr. Jones is again employable and has several good prospects for jobs. The town feels he should be able to pay the \$5,600 bill over a 36-month period.

Six months later he is still on G.A. and Workfare. He has continuing medical needs. He needs eye glasses, dentures, and he has bunions. He now recognizes that he is depressed and is interested in receiving psychiatric treatment.

1. Did the hospital notify the towns in a timely manner?
a) X Yes b) No
2. If the hospital had sent the notice on February 17, 1984 and either town had received it on the same day, how much of the bill would the town be liable for? (Assuming that Mr. Jones was discharged on February 18, and otherwise eligible).
 a) None c) Half of the bill
 b) All X d) One day
3. Given the diagnosis of an ulcer stated on the hospital referral, would a Title XIX application have been appropriate?
a) Yes b) X No
4. Was the city of New Haven correct in denying payment based on lack of residency?
a) Yes b) X No
5. Assuming the town must make an immediate decision, is Derby correct in denying payment of the hospital bill due to the client's employment history and future prospects?
a) Yes b) X No
6. Assuming Mr. Jones is clearly eligible to have this bill paid, which town is responsible for payment of Mr. Jones hospital bill?
a) X New Haven b) Derby c) Neither
7. Which of the following new medical needs is eligible to be covered by the town?

outpatient psychiatric treatment
bunions
dentures
eyeglasses

- ☐ a) none
☒ b) all of the above services
☐ c) everything except outpatient psychiatric treatment
☐ d) only dentures and eyeglasses

8. Assuming Mr. Jones' budget is \$280 per month and that he is on the workfare program, how many hours per week should he be working? (Assume the town credits \$4 per hour.)

$$\underline{18-1/2} \text{ with incentive } \frac{74.67}{4} = 18.67 = 18-1/2$$

$$\underline{16} \text{ without incentive } \frac{\$280}{4.33} = \$64.67/\text{wk. } \frac{64.67}{\$4} = 16.17 = 16$$

- B. Mr. Gaudette, single, has been on G.A. for six months. His monthly budget is \$276, and he is paid weekly (\$63.74). The town credits workfare hours at minimum wage (\$3.37 per hour). Mr. Gaudette is required to work at least 18 3/4 hours per week. He occasionally works additional hours (total = 21 3/4) to receive the incentive.

Last January, Mr. Gaudette was suspended for the first time as he missed an entire week of work without a valid excuse. The town suspended his award, but Mr. Gaudette requested a fair hearing, which was held seven days from the date of his request. The town was upheld. After this suspension ended, Mr. Gaudette subsequently returned to work and completed his assignment successfully until the week of April 9. While he reported to his assignment every day, he was insubordinate (refusing to perform certain duties for which he is physically fit, and swearing at his site supervisor). He took several extended coffee breaks and deliberately damaged several pieces of town equipment. The town again suspended him. Mr. Gaudette has agreed to participate in workfare during the penalty period.

1. Assuming the town was correct in suspending Mr. Gaudette the second time, how long should the suspension last?

60 days Length of time

2. If he is suspended would he remain eligible for medical assistance during suspension?

a) ☒ Yes

b) ☐ No
79

3. Is he eligible to work for the incentive if he is suspended and conditionally reinstated?

a) X Yes

b) No

4. If, during the April penalty period, Mr. Gaudette misses a week's work (unexcused), what action should the worker take?

 a) Discontinue

 b) Increase the penalty period

 c) Issue check as usual

 X d) Withhold check for that week

5. During the last two weeks of the April suspension period Mr. Gaudette breaks a leg and is medically unable to work for six weeks. He requests that financial assistance be continued until his leg recovers. Would the worker be correct in refusing to provide assistance as the client will be unable to fulfill his workfare hours?

a) Yes

b) X No

C. On Monday, June 4, Joan who is 16 years old, requests G. A. financial and medical assistance. She is three months pregnant when she completes the application for general assistance on June 5. She has no income or assets and has quit high school. When her parents are contacted, they agree to support her in their home. Joan refuses to return home. DCYS has previously found the parental home unsuitable for Joan, but will not accept Joan for service as she has refused to accept placement in a foster home or group home.

Joan has been seen at the prenatal clinic. The physician's note indicates that she is in good health and is due to deliver on December 15. Joan has two housing alternatives. First, she can move in with her boyfriend's family. They have agreed to take her in and will charge \$100 a month for room and board. Or, she can move in with a girlfriend and split the rent of \$400 per month. The apartment is furnished and utilities are not included in the rent. (This town utilizes method 2 for payment)

1. How many days does the town have to make a determination regarding her eligibility?

- ☐ a) 4 calendar days
- ☐ b) 5 calendar days
- ☒ c) 4 working das
- ☐ d) 5 working days

2. If Joan is eligible for G.A. financial assistance, what is the effective date of eligibility?

- ☒ a) June 4
- ☐ b) June 5
- ☐ c) June 7
- ☐ d) June 8

3. If Joan had requested assistance and filed an application on Friday, June 8, within how many days must the town release payment?

- | | |
|---|---|
| <input type="checkbox"/> a) 4 working days | <input type="checkbox"/> c) 7 calendar days |
| <input checked="" type="checkbox"/> b) 5 working days | <input type="checkbox"/> d) 5 calendar days |

4. If Joan is eligible and chooses to live with her boyfriend's family, what will be the amount of her award if this was a town in your region?

Amount flat grant \$277 or \$335 (Region A)

5. What will the monthly award be if Joan decides to share the apartment with her girlfriend?

Amount flat grant \$277 or \$335 (Region A)

6. Assuming that Joan has a healthy pregnancy, at what point would she no longer be required to participate in workfare? 21

- ☐ a) A month before she is due
- ☐ b) The beginning of third trimester
- ☒ c) The beginning of third trimester with pending AFDC application
- ☐ d) Until her expected date of confinement

7. When would Joan become eligible for Title XIX?

- ☒ a) Immediately
☐ b) At the beginning of the third trimester
☐ c) When the child is born

8. What situation would make Joan ineligible for G. A.?

- ☐ a) If she was 15 and in the same situation
☒ b) If DCYS considered her parent's home a suitable place for her
☐ c) If she was not pregnant
☐ d) If she was still in high school
☐ e) If she did not have a physician's note

D. Mary Johnson, a resident of Bridgeport, is 53 years old and has been receiving general assistance for two years. She resides in a small cottage that she owns. Her monthly award was \$281.03 per month. Payments were made weekly in the amount of \$64.90. Ms. Johnson has been reporting to her workfare site at the elderly lunch program regularly as assigned. She was due to receive her most recent G.A. check on Friday, March 9, 1984, covering the period of March 13 through March 19.

Three months ago, Ms. Johnson had informed the General Assistance worker of a pending inheritance from an uncle. On Monday, March 5, Ms. Johnson received the inheritance check of \$500. It was on March 9, when she came in to pick up her weekly G.A. check that she informed the worker of the lump sum payment. On this same date, the worker prepared a Notice of Action (W-1255) informing the client of the action to be taken by the town.

1. What should be the amount of Mary Johnson's grant for the 24 period covering March 13 through March 19?

Amount 64.90

2. When would her payments stop?

Date March 20

3. When would the payments resume? $\frac{64.90}{7} = 9.27$ per day
Date May 12 54 days $\frac{\$500}{9.27} = 53.9$ days
4. Will her medical coverage continue?
a) X Yes b) _____ No (less than 2 months)
5. What action, if any, should the worker have taken upon learning of Ms. Johnson's pending inheritance?
X a) assignment of interest
_____ b) nothing
_____ c) deny assistance
6. In determining the "spenddown" period, which does the worker use as a basis of calculation?
X a) Monthly G.A. budget
_____ b) Legally Liable Exemption Scale
_____ c) Medical Eligibility Limits
_____ d) Federal Poverty Standard
7. During the spenddown period, is Ms. Johnson's financial award considered to be:
X a) Suspended
_____ b) Discontinued
8. Considering that Ms. Johnson has been participating in Workfare, is it required that the town place a lien on her house?
a) X Yes b) _____ No
-
-

E. Mr. Eaton, who had been living alone in his own apartment, died two weeks before his 64th birthday. He was a widower and supported himself totally from Social Security Disability and a small pension. His total income from these sources was \$453 per month. He had many health problems and was covered by Title XIX as well as Medicare. Mr. Eaton had made no arrange-

ments for burial and, aside from a small insurance policy with a \$200 death benefit, he had no assets.

His daughter, the sole support of her two children, claimed that she could contribute \$100 towards a funeral and burial. Mr. Eaton's close friend, Mr. Brown, is also willing to put \$50 towards the funeral.

The town has received a properly completed bill for the funeral and burial. Charges totalling \$920, including a transportation allowance of \$15 for transporting the body from the funeral home to the cemetery. The worker has verified that this was a 30-mile trip.

1. In this case, what if any amount should the town pay towards Mr. Eaton's funeral.

	600 total could pay	615	
	15 transportation	-100 LLR	
Amount <u>\$515</u>	<u>615</u>	<u>515</u>	

2. Is the \$15 transportation cost allowable?

a) X Yes b) No

3. If Mr. Brown's contribution was \$200, would it make a difference in the town's contribution?

a) Yes b) X No

APPENDIX D

General Assistance 20-Town Sample

HARTFORD	NEW BRITAIN
BRIDGEPORT	NORWICH
WINDHAM	BRISTOL
MIDDLETOWN	STAMFORD
NEW LONDON	NORWALK
MERIDEN	DANBURY
KILLINGLY	EAST HARTFORD
MANCHESTER	WEST HAVEN
NEW HAVEN	GROTON
WATERBURY	GREENWICH

APPENDIX E

TRENDS IN CONNECTICUT POPULATION BY AGE GROUP:1960-1990

YEAR	AGE 0-4	AGE 5-14	AGE 15-24	AGE 25-34	AGE 35-44
1960	277,666	472,268	310,248	327,436	378,492
1970	252,639	603,459	498,554	375,982	355,370
1980	185,188	462,041	560,765	491,133	369,302
1985	193,107	390,015	567,143	499,869	443,707
1990	193,348	376,084	505,592	528,655	484,852

YEAR	AGE 45-54	AGE 55-64	AGE 65+	TOTAL POPULATION
1960	310,681	227,047	243,777	2,547,615
1970	383,518	284,499	290,050	3,044,071
1980	338,901	335,382	364,864	3,107,576
1985	324,305	343,089	416,404	3,179,640
1990	367,376	325,599	476,723	3,258,230

APPENDIX F

GENERAL ASSISTANCE Staff Profile Survey

169 Towns Surveyed
150 Towns Responding
89% Response Rate

1. Please indicate, as of April 30, the number of positions that fall into each of the categories below. Specify whether the positions are full-time, part-time, or temporary staff in the General Assistance area, and whether the positions are filled or vacant.

Position Category	Permanent Full-time Gen. Asst.		Permanent Part-time Gen. Asst.		Totals
	Filled	Vacant	Filled	Vacant	
Administrator	121/61%	0/0%	75/38%	1/1%	197/100%
Eligibility Technician/ Caseworker	207/83%	4/2%	37/15%	1/.5%	249/100.5%
Auditor/Internal Monitor/Account.	29/74%	1/3%	9/23%	0/0%	39/100%
Job Training & Develop- ment/Workfare Coordi- nator	84/88%	0/0%	12/12%	0/0%	99/100%
Clerical/Bookkeeping	157/74%	0/0%	54/26%	1/.4%	211/100.4%
Totals	598/75%	5/.01%	187/24%	3/.07	795/100%

2. Please indicate how long each of your staff has worked in his/her present General Assistance position, by totalling the number of staff that fall into each time category.

Position Category	Time				
	Less than 1 Year	1-2 Years	Over 2 Years But Less Than 5 Years	5-10 Years	Over 10 Years
Administrator	20/10%	22/11%	66/33%	47/24%	43/22%
Eligibility Technician/ Caseworker	41/16%	56/22%	77/31%	49/20%	28/11%
Auditor/Internal Monitor/ Accountant	5/18%	5/18%	9/32%	5/18%	4/14%
Job Training & Develop./ Workfare Coordinator	12/12%	32/33%	32/33%	21/21%	1/1%
Clerical/Bookkeeping	29/14%	39/19%	49/24%	61/29%	29/14%
Totals	107/14%	154/20%	233/30%	183/23%	105/13%

3. Please indicate how many of your staff fall into each of the following educational categories.

Position Category	Educational Level				
	Less than High School	High School Diploma	Some College	Bachelor's Degree	Master's Degree
Administrator	1/1%	29/16%	44/24%	69/37%	44/24%
Eligibility Technician/ Caseworker	1/.5%	34/15%	25/11%	142/62%	27/12%
Auditor/Internal Mon- itor/Accountant	1/3%	2/6%	4/12%	24/71%	3/9%
Job Training & Devel./ Workfare Coordinator	5/7%	25/33%	19/25%	17/23%	9/12%
Clerical/Bookkeeping	4/2%	101/51%	29/15%	63/32%	2/1%
Totals	12/2%	191/26%	121/17%	315/44%	85/12%

4. Please indicate the type of work background your staff had before they assumed their current positions?

(Total number/percent of staff in each category)

<u>218/30%</u>	Other social service or public assistance position
<u>23/3%</u>	Job-development or job training background
<u>123/17%</u>	Financial or business background
<u>218/30%</u>	Clerical/bookkeeping background
<u>100/14%</u>	No relevant experience, just out of school
<u>25/4%</u>	Other (please specify) _____

5. Please indicate the number of your staff that fall into each of the following annual salaries categories.

(Total number/percent in each category)

<u>152/19%</u>	\$10,000 or less	<u>76/10%</u>	\$20,001 to \$25,000
<u>248/32%</u>	\$10,001 to \$15,000	<u>44/6%</u>	\$25,001 to \$30,000
<u>238/30%</u>	\$15,001 to \$20,000	<u>25/3%</u>	Over \$30,000

6. Please estimate the total costs to administer the general assistance program in your town, regardless of sources of funding (i.e., federal, state or local). Do not include expenses incurred through assistance payments to clients, but administrative costs only in the following two categories.

	<u>Average</u>	<u>Range</u>
Personnel (including fringe)	\$94,149	\$18,625-\$3,866,700
Other operating costs	\$332,569	\$3,300-\$28,553,560
TOTAL	\$346,496	\$83,023-\$32,420,260

7. Please indicate the total staff hours per week devoted to general assistance duties. (For example, if you have 8 full-time and 2 half-time persons working on General Assistance, and the town has a 40-hour work week, the total staff hours would be 360 hours - 8 x 40 + 1/2 x 40 + 1/2 x 40 = 360).

	<u>Average</u>	<u>Range</u>
Total staff hours	348	1 - 24,967

- 7a. Of those total staff hours, please indicate the percentage of time spent on each of the following duties. (Total percentages of staff-time per week.)

<u>25%</u>	Taking applications for General Assistance
<u>17%</u>	Determining initial and continuing eligibility for General Assistance including verifying collateral sources
<u>9%</u>	Calculating the amount of assistance the person is eligible for
<u>9%</u>	Finding positions for and placing Workfare clients at worksites

<u>14%</u>	Completing required reports to the state regarding General Assistance and Workfare
<u>13%</u>	Reviewing medical cases and hospital referrals
<u>15%</u>	Assessing clients' needs and making referrals
<u>11%</u>	Other duties related to General Assistance and Workfare

8. On a scale of 1 = Excellent to 4 = Poor, how would you rate the Department of Income Maintenance personnel in the performance of the following functions for your town.

	Excellent		Poor	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Providing up-to-date information regarding new or revised laws, regulations, and policies in a timely manner	43%	36%	19%	2%
Providing technical assistance regarding interpretation of policies, requirements, etc. of General Assistance, Workfare, or Medical Assistance	45%	41%	11%	2%
Providing new local welfare officials with information and training	25%	37%	28%	10%
Assisting you when you have a problem in determining eligibility of a certain client	54%	37%	6%	3%
Monitoring the General Assistance program to ensure that all towns are providing aid on a uniform basis	22%	48%	23%	6%
Auditing records to ensure that eligibility was determined properly and that assistance amounts were calculated correctly	49%	39%	8%	3%
Providing you with reimbursement on a timely basis	46%	43%	10%	1%

9. On a scale of 1 = Excellent to 4 = Poor, how would you rate the department's policy consultants' performance in the following areas:

	<u>Excellent</u>		<u>Poor</u>	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Responding to your telephone inquiries	63%	28%	8%	1%
Making site visits to your town	22%	44%	27%	7%
Providing consistent policy interpretations on the General Assistance program	36%	45%	14%	5%

10. On a scale of 1 = Strongly Agree to 4 = Strongly Disagree, please circle the number that best describes your response to the following statements.

	<u>Strongly Agree</u>		<u>Strongly Disagree</u>	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Fraud and abuse are a serious problem in the General Assistance program	20%	30%	40%	10%
The Department of Income Maintenance should monitor the General Assistance program more closely in the following ways:				
Cross-checking social security numbers to ensure a client is not receiving assistance from more than one town simultaneously	63%	28%	8%	1%
Ensuring that liens have been placed against client's property where appropriate	42%	34%	16%	8%
Ensuring that vendors are not defrauding or abusing the general assistance program	48%	31%	17%	5%
Ensuring that towns have made the appropriate collateral checks	32%	40%	23%	5%
Ensuring that legally liable relatives have been contacted	35%	33%	24%	8%

The General Assistance Program should be:

	Strongly Agree		Strongly Disagree	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
A short-term assistance program with a durational limit	54%	20%	13%	13%
On a flat-grant basis for all recip- ients throughout the state	44%	15%	15%	26%
Taken over administratively by the State of Connecticut	35%	10%	23%	32%
Funded totally with state money	49%	17%	21%	13%
Operated uniformly among towns as to methods of payment--e.g., cash or vouchers.	41%	14%	23%	22%

APPENDIX G

GENERAL ASSISTANCE Staff Profile Survey

16 Town Sample
15 Towns Responding
94% Response Rate

- Please indicate, as of April 30, the number of positions that fall into each of the categories below. Specify whether the positions are full-time, part-time, or temporary staff in the General Assistance area, and whether the positions are filled or vacant.

Position Category	Permanent Full-time		Permanent Part-time		Totals
	Gen. Asst.		Gen. Asst.		
	Filled	Vacant	Filled	Vacant	
Administrator	31/89%	0/0%	4/11%	0/0%	35/100%
Eligibility Technician/ Caseworker	92/95%	4/4%	1/1%	0/0%	97/100%
Auditor/Internal Monitor/Account.	9/90%	1/10%	0/0%	0/0%	10/100%
Job Training & Develop- ment/Workfare Coord- inator	44/94%	0/0%	3/6%	0/0%	47/100%
Clerical/Bookkeeping	93/95%	0/0%	5/5%	0/0%	98/100%
Totals	269/94%	5/2%	13/5%	0/0%	287/100%

2. Please indicate how long each of your staff has worked in his/her present General Assistance position, by totalling the number of staff that fall into each time category.

Position Category	Time				
	Less than 1 Year	1-2 Years	Over 2 Years But Less Than 5 Years	5-10 Years	Over 10 Years
Administrator	3/9%	3/9%	12/34%	5/14%	12/34%
Eligibility Technician/ Caseworker	7/7%	17/18%	34/36%	23/24%	13/14%
Auditor/Internal Monitor/ Accountant	0/0%	1/25%	3/75%	0/0%	0/0%
Job Training & Develop./ Workfare Coordinator	9/18%	15/30%	12/24%	13/26%	1/2%
Clerical/Bookkeeping	10/10%	13/13%	24/24%	38/39%	13/13%
Totals	29/10%	49/16%	85/28%	79/26%	63/21%

3. Please indicate how many of your staff fall into each of the following educational categories.

Position Category	Educational Level				
	Less than High School	High School Diploma	Some College	Bachelor's Degree	Master's Degree
Administrator	0/0%	4/11%	5/14%	16/46%	10/29%
Eligibility Technician/ Caseworker	1/1%	18/19%	2/2%	69/74%	3/3%
Auditor/Internal Mon- itor/Accountant	0/0%	0/0%	0/0%	8/89%	1/11%
Job Training & Devel./ Workfare Coordinator	3/6%	19/40%	14/30%	7/15%	4/9%
Clerical/Bookkeeping	2/4%	47/85%	1/2%	5/9%	0/0%
Totals	6/3%	88/37%	22/9%	105/44%	18/8%

4. Please indicate the type of work background your staff had before they assumed their current positions?

(Total number/percent of staff in each category)

<u>64/27%</u>	Other social service or public assistance position
<u>4/2%</u>	Job-development or job training background
<u>48/20%</u>	Financial or business background
<u>91/39%</u>	Clerical/bookkeeping background
<u>26/11%</u>	No relevant experience, just out of school
<u>3/1%</u>	Other

5. Please indicate the number of your staff that fall into each of the following annual salaries categories.

(Total number/percent in each category)

<u>31/10%</u>	\$10,000 or less	<u>43/15%</u>	\$20,001 to \$25,000
<u>116/39%</u>	\$10,001 to \$15,000	<u>27/9%</u>	\$25,001 to \$30,000
<u>63/21%</u>	\$15,001 to \$20,000	<u>16/5%</u>	Over \$30,000

6. Please estimate the total costs to administer the general assistance program in your town, regardless of sources of funding (i.e., federal, state or local). Do not include expenses incurred through assistance payments to clients, but administrative costs only in the following two categories.

	<u>Average</u>	<u>Range</u>
Personnel (including fringe)	\$397,219	\$3,688-\$3,866,700
Other operating costs	\$2,392,652	\$300-\$28,553,560
TOTAL	\$2,311,341	\$3,903-\$32,420,260

7. Please indicate the total staff hours per week devoted to general assistance duties. (For example, if you have 8 full-time and 2 half-time persons working on General Assistance, and the town has a 40-hour work week, the total staff hours would be 360 hours - $8 \times 40 + 1/2 \times 40 + 1/2 \times 40 = 360$).

Total staff hours	<u>636</u>	<u>Average</u>	<u>Range</u>
			7 - 5,005

- 7a. Of those total staff hours, please indicate the percentage of time spent on each of the following duties. (Total percentages of staff-time per week.)

15% Taking applications for General Assistance

18% Determining initial and continuing eligibility for General Assistance including verifying collateral sources

9% Calculating the amount of assistance the person is eligible for

6% Finding positions for and placing Workfare clients at worksites

12% Completing required reports to the state regarding General Assistance and Workfare

12% Reviewing medical cases and hospital referrals

18% Assessing clients' needs and making referrals

11% Other duties related to General Assistance and Workfare

8. On a scale of 1 = Excellent to 4 = Poor, how would you rate the Department of Income Maintenance personnel in the performance of the following functions for your town.

	Excellent		Poor	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Providing up-to-date information regarding new or revised laws, regulations, and policies in a timely manner	27%	40%	27%	7%
Providing technical assistance regarding interpretation of policies, requirements, etc. of General Assistance, Workfare, or Medical Assistance	33%	47%	20%	0%
Providing new local welfare officials with information and training	28%	36%	29%	7%
Assisting you when you have a problem in determining eligibility of a certain client	47%	47%	7%	0%
Monitoring the General Assistance program to ensure that all towns are providing aid on a uniform basis	21%	50%	21%	7%
Auditing records to ensure that eligibility was determined properly and that assistance amounts were calculated correctly	50%	29%	14%	7%
Providing you with reimbursement on a timely basis	44%	31%	25%	0%

9. On a scale of 1 = Excellent to 4 = Poor, how would you rate the department's policy consultants' performance in the following areas:

	Excellent		Poor	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Responding to your telephone inquiries	53%	33%	13%	0%
Making site visits to your town	40%	27%	27%	7%
Providing consistent policy interpretations on the General Assistance program	33%	46%	13%	7%

10. On a scale of 1 = Strongly Agree to 4 = Strongly Disagree, please circle the number that best describes your response to the following statements.

	Strongly Agree		Strongly Disagree	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Fraud and abuse are a serious problem in the General Assistance program	13%	33%	40%	13%
The Department of Income Maintenance should monitor the General Assistance program more closely in the following ways:				
Cross-checking social security numbers to ensure a client is not receiving assistance from more than one town simultaneously	64%	14%	14%	7%
Ensuring that liens have been placed against client's property where appropriate	42%	29%	29%	0%
Ensuring that vendors are not defrauding or abusing the general assistance program	50%	29%	14%	7%
Ensuring that towns have made the appropriate collateral checks	53%	8%	31%	8%
Ensuring that legally liable relatives have been contacted	50%	7%	36%	7%

The General Assistance Program should be:

	Strongly Agree		Strongly Disagree	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
A short-term assistance program with a durational limit	57%	14%	14%	14%
On a flat-grant basis for all recip- ients throughout the state	53%	13%	7%	27%
Taken over administratively by the State of Connecticut	29%	21%	7%	43%
Funded totally with state money	53%	13%	20%	13%
Operated uniformly among towns as to methods of payment--e.g., cash or vouchers.	33%	20%	33%	13%

APPENDIX H

GENERAL ASSISTANCE Staff Profile Survey

Top Twenty Towns
17 Towns Responding
85% Response Rate

- Please indicate, as of April 30, the number of positions that fall into each of the categories below. Specify whether the positions are full-time, part-time, or temporary staff in the General Assistance area, and whether the positions are filled or vacant.

Position Category	Permanent Full-time		Permanent Part-time		Total
	Gen. Asst. Filled	Gen. Asst. Vacant	Gen. Asst. Filled	Gen. Asst. Vacant	
Administrator	62/95%	0/0%	3/5%	0/0%	65/100%
Eligibility Technician/ Caseworker	183/93%	3/2%	10/5%	0/0%	196/100%
Auditor/Internal Monitor/Account.	27/96%	0/0%	1/4%	0/0%	28/100%
Job Training & Develop- ment/Workfare Coord- inator	78/96%	0/0%	3/4%	0/0%	81/100%
Clerical/Bookkeeping	140/91%	0/0%	14/9%	0/0%	154/100%
Totals	490/94%	3/1%	31/6%	0	524/101%

2. Please indicate how long each of your staff has worked in his/her present General Assistance position, by totalling the number of staff that fall into each time category.

Position Category	Time				
	Less than 1 Year	1-2 Years	Over 2 Years But Less Than 5 Years	5-10 Years	Over 10 Years
Administrator	5/8%	6/9%	26/40%	7/11%	21/32%
Eligibility Technician/ Caseworker	32/16%	47/24%	61/31%	38/19%	22/11%
Auditor/Internal Monitor/ Accountant	4/22%	8/44%	4/22%	1/6%	1/6%
Job Training & Develop./ Workfare Coordinator	12/14%	28/33%	25/29%	19/22%	1/1%
Clerical/Bookkeeping	15/10%	29/19%	40/26%	47/31%	23/15%
Totals	68/13%	118/23%	156/30%	112/21%	68/13%

3. Please indicate how many of your staff fall into each of the following educational categories.

Position Category	Educational Level				
	Less than High School	High School Diploma	Some College	Bachelor's Degree	Master's Degree
Administrator	0/0%	1/2%	6/10%	31/53%	20/34%
Eligibility Technician/ Caseworker	0/0%	24/13%	10/6%	126/71%	18/10%
Auditor/Internal Mon- itor/Accountant	1/4%	1/4%	3/12%	19/76%	1/4%
Job Training & Devel./ Workfare Coordinator	4/6%	21/34%	16/26%	12/19%	9/15%
Clerical/Bookkeeping	2/1%	69/48%	12/8%	58/41%	2/1%
Totals	6/10%	116/25%	47/10%	246/53%	50/11%

4. Please indicate the type of work background your staff had before they assumed their current positions?

(Total number/percent staff in each category)

<u>130/31%</u>	Other social service or public assistance position
<u>8/2%</u>	Job-development or job training background
<u>63/15%</u>	Financial or business background
<u>120/29%</u>	Clerical/bookkeeping background
<u>90/22%</u>	No relevant experience, just out of school
<u>7/2%</u>	Other (please specify) _____

5. Please indicate the number of your staff that fall into each of the following annual salaries categories.

(Total number/percent total in each category)

<u>67/12%</u>	\$10,000 or less	<u>60/11%</u>	\$20,001 to \$25,000
<u>177/32%</u>	\$10,001 to \$15,000	<u>35/6%</u>	\$25,001 to \$30,000
<u>186/34%</u>	\$15,001 to \$20,000	<u>23/4%</u>	Over \$30,000

6. Please estimate the total costs to administer the general assistance program in your town, regardless of sources of funding (i.e., federal, state or local). Do not include expenses incurred through assistance payments to clients, but administrative costs only in the following two categories.

	<u>Average</u>	<u>Range</u>
Personnel (including fringe)	\$591,036	\$18,625-\$3,866,700
Other operating costs	\$2,080,615	\$3,300-\$28,553,560
TOTAL	\$2,422,352	\$83,023-\$32,420,260

7. Please indicate the total staff hours per week devoted to general assistance duties. (For example, if you have 8 full-time and 2 half-time persons working on General Assistance, and the town has a 40-hour work week, the total staff hours would be 360 hours - $8 \times 40 + 1/2 \times 40 + 1/2 \times 40 = 360$).

	<u>Average</u>	<u>Range</u>
Total staff hours	2,492	165-24,967

- 7a. Of those total staff hours, please indicate the percentage of time spent on each of the following duties. (Total percentages of staff-time per week.)

<u>12%</u>	Taking applications for General Assistance
<u>17%</u>	Determining initial and continuing eligibility for General Assistance including verifying collateral sources
<u>7%</u>	Calculating the amount of assistance the person is eligible for

- 9% Finding positions for and placing Workfare clients at worksites
- 10% Completing required reports to the state regarding General Assistance and Workfare
- 11% Reviewing medical cases and hospital referrals
- 23% Assessing clients' needs and making referrals
- 18% Other duties related to General Assistance and Workfare

8. On a scale of 1 = Excellent to 4 = Poor, how would you rate the Department of Income Maintenance personnel in the performance of the following functions for your town.

	Excellent		Poor	
	1	2	3	4
Providing up-to-date information regarding new or revised laws, regulations, and policies in a timely manner	18%	29%	35%	18%
Providing technical assistance regarding interpretation of policies, requirements, etc. of General Assistance, Workfare, or Medical Assistance	29%	59%	12%	0%
Providing new local welfare officials with information and training	20%	40%	40%	0%
Assisting you when you have a problem in determining eligibility of a certain client	53%	41%	6%	0%
Monitoring the General Assistance program to ensure that all towns are providing aid on a uniform basis	20%	67%	13%	0%
Auditing records to ensure that eligibility was determined properly and that assistance amounts were calculated correctly	53%	41%	6%	0%
Providing you with reimbursement on a timely basis	41%	29%	29%	0%

9. On a scale of 1 = Excellent to 4 = Poor, how would you rate the department's policy consultants' performance in the following areas:

	<u>Excellent</u>		<u>Poor</u>	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Responding to your telephone inquiries	76%	24%	0%	0%
Making site visits to your town	29%	71%	0%	0%
Providing consistent policy interpretations on the General Assistance program	29%	53%	18%	0%

10. On a scale of 1 = Strongly Agree to 4 = Strongly Disagree, please circle the number that best describes your response to the following statements.

	<u>Strongly Agree</u>		<u>Strongly Disagree</u>	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Fraud and abuse are a serious problem in the General Assistance program	12%	29%	53%	6%
The Department of Income Maintenance should monitor the General Assistance program more closely in the following ways:				
Cross-checking social security numbers to ensure a client is not receiving assistance from more than one town simultaneously	71%	24%	6%	0%
Ensuring that liens have been placed against client's property where appropriate	35%	24%	29%	12%
Ensuring that vendors are not defrauding or abusing the general assistance program	65%	18%	12%	6%
Ensuring that towns have made the appropriate collateral checks	29%	35%	29%	6%
Ensuring that legally liable relatives have been contacted	29%	29%	29%	12%

The General Assistance Program should be:

	Strongly Agree		Strongly Disagree	
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
A short-term assistance program with a durational limit	35%	18%	18%	30%
On a flat-grant basis for all recipients throughout the state	53%	6%	6%	35%
Taken over administratively by the State of Connecticut	19%	19%	25%	38%
Funded totally with state money	47%	35%	6%	12%
Operated uniformly among towns as to methods of payment--e.g., cash or vouchers.	29%	24%	24%	24%

APPENDIX I

GENERAL ASSISTANCE DATA: 16 TOWN SAMPLE

TOWNS	POPULATION	MEDIAN INCOME 1979	UNEMPLOYMENT 1982	UNEMPLOYMENT 1983
BROOKLYN	5,830	18711	7.1	5.5
THOMASTON	6,290	19540	12.8	10.8
OLD SAYBROOK	9,380	21883	4.4	4.2
ELLINGTON	9,860	23265	5.3	4.5
DERBY	12,380	18711	8.9	8.1
MONTVILLE	16,590	19877	5.5	4.7
NEWTOWN	19,500	27827	5.2	4.4
WINDHAM	21,060	14353	7.4	6.6

TOWNS	TOTAL GEN. ASSISTANCE EXPENDITURES 1982	TOTAL GEN. ASSISTANCE EXPENDITURES 1983
BROOKLYN	\$93,044.00	\$113,670.00
THOMASTON	\$257.00	\$22,912.00
OLD SAYBROOK	\$38,045.00	\$21,517.00
ELLINGTON	\$30,351.00	\$25,391.00
DERBY	\$61,583.00	\$81,435.00
MONTVILLE	\$58,118.00	\$72,951.00
NEWTOWN	\$13,696.00	\$21,252.00
WINDHAM	\$204,662.00	\$435,038.00

TOWNS	RECIPIENTS 1982	RECIPIENTS 1983	RECIPIENTS:POPULATION RATIO 1982
BROOKLYN	69	70	0.0118353
THOMASTON	0	18	0.0000000
OLD SAYBROOK	16	12	0.0017058
ELLINGTON	21	22	0.0021298
DERBY	73	80	0.0058966
MONTVILLE	45	57	0.0027125
NEWTOWN	10	23	0.0005128
WINDHAM	215	329	0.0102089

TOWNS	RECIPIENTS:POPULATION RATIO 1983	POVERTY:POPULATION RATIO
BROOKLYN	0.0120069	0.063465
THOMASTON	0.0028617	0.048490
OLD SAYBROOK	0.0012793	0.069190
ELLINGTON	0.0022312	0.179513
DERBY	0.0064620	0.063813
MONTVILLE	0.0034358	0.076311
NEWTOWN	0.0011795	0.028564
WINDHAM	0.0156220	0.122697

GENERAL ASSISTANCE DATA: 16 TOWN SAMPLE

TOWNS	POPULATION	MEDIAN INCOME 1979	UNEMPLOYMENT 1982	UNEMPLOYMENT 1983
VERNON	28,780	19842	6.8	6.1
NEW LONDON	28,820	13728	6.4	5.1
TORRINGTON	31,430	16737	12.1	11.5
MIDDLETOWN	38,920	17308	7.2	6.6
ENFIELD	42,580	22626	6.9	6.0
MERIDEN	57,530	18017	10.2	8.9
HARTFORD	135,640	11513	9.2	8.3
BRIDGEPORT	142,460	13854	10.5	9.1

TOWNS	TOTAL GEN. ASSISTANCE EXPENDITURES 1982	TOTAL GEN. ASSISTANCE EXPENDITURES 1983
VERNON	\$156,500.00	\$260,927.00
NEW LONDON	\$845,480.00	\$777,049.00
TORRINGTON	\$85,493.00	\$79,897.00
MIDDLETOWN	\$534,712.00	\$1,012,716.00
ENFIELD	\$37,845.00	\$47,512.00
MERIDEN	\$385,837.00	\$673,876.00
HARTFORD	\$17,381,492.00	\$31,072,531.00
BRIDGEPORT	\$8,693,014.00	\$12,147,731.00

TOWNS	RECIPIENTS 1982	RECIPIENTS 1983	RECIPIENTS:POPULATION RATIO 1982
VERNON	96	149	0.0033356
NEW LONDON	522	715	0.0181124
TORRINGTON	77	102	0.0024499
MIDDLETOWN	289	314	0.0074255
ENFIELD	42	46	0.0009864
MERIDEN	359	491	0.0062402
HARTFORD	6,976	7,445	0.0514303
BRIDGEPORT	4,336	5,317	0.0304366

TOWNS	RECIPIENTS:POPULATION RATIO 1983	POVERTY:POPULATION RATIO
VERNON	0.0051772	0.065393
NEW LONDON	0.0248092	0.150902
TORRINGTON	0.0032453	0.067070
MIDDLETOWN	0.0080678	0.090519
ENFIELD	0.0010803	0.041569
MERIDEN	0.0085347	0.072414
HARTFORD	0.0548879	0.241109
BRIDGEPORT	0.0373228	0.198919

APPENDIX J

GENERAL ASSISTANCE DATA: TOP 20 TOWNS

TOWNS	POPULATION	MEDIAN INCOME 1979	UNEMPLOYMENT 1982	UNEMPLOYMENT 1983
KILLINGLY	14,695	16192	11.5	9.6
WINDHAM	20,980	14353	7.4	6.6
NEW LONDON	28,775	13728	6.4	5.1
NORWICH	38,260	15399	6.9	6.1
MIDDLETOWN	38,925	17308	7.2	6.6
GROTON	41,030	17217	3.9	3.3
MANCHESTER	49,605	20301	6.4	5.8
EAST HARTFORD	52,275	19314	6.9	6.0

TOWNS	TOTAL GEN. ASSISTANCE EXPENDITURES 1982	TOTAL GEN. ASSISTANCE EXPENDITURES 1983
KILLINGLY	\$263,328.00	\$259,716.00
WINDHAM	\$204,662.00	\$435,038.00
NEW LONDON	\$845,480.00	\$777,049.00
NORWICH	\$1,371,395.00	\$1,235,288.00
MIDDLETOWN	\$534,712.00	\$1,012,717.00
GROTON	\$311,194.00	\$360,028.00
MANCHESTER	\$213,254.00	\$329,828.00
EAST HARTFORD	\$344,914.00	\$513,127.00

TOWNS	RECIPIENTS 1982	RECIPIENTS 1983	RECIPIENTS:POPULATION RATIO 1982
KILLINGLY	253	186	0.0172167
WINDHAM	215	329	0.0102479
NEW LONDON	522	715	0.0181407
NORWICH	846	841	0.0221119
MIDDLETOWN	289	314	0.0074245
GROTON	211	267	0.0051426
MANCHESTER	153	153	0.0030844
EAST HARTFORD	233	298	0.0044572

TOWNS	RECIPIENTS:POPULATION RATIO 1983	POVERTY:POPULATION RATIO
KILLINGLY	0.0126574	0.088261
WINDHAM	0.0156816	0.123165
NEW LONDON	0.0248480	0.151138
NORWICH	0.0219812	0.122556
MIDDLETOWN	0.0080668	0.090507
GROTON	0.0065074	0.071119
MANCHESTER	0.0030844	0.041306
EAST HARTFORD	0.0057006	0.063434

GENERAL ASSISTANCE DATA: TOP 20 TOWNS

TOWNS	POPULATION	MEDIAN INCOME 1979	UNEMPLOYMENT 1982	UNEMPLOYMENT 1983
WEST HAVEN	53,305	17108	7.9	7.3
MERIDEN	57,500	18017	10.2	8.9
BRISTOL	57,625	19357	11.3	8.8
GREENWICH	59,560	30354	3.2	2.9
DANBURY	61,000	20092	6.9	6.0
NEW BRITAIN	73,045	15770	10.1	7.9
NORWALK	77,990	22142	5.5	5.2
STAMFORD	102,370	22295	5.5	5.2

TOWNS	TOTAL GEN. ASSISTANCE EXPENDITURES 1982	TOTAL GEN. ASSISTANCE EXPENDITURES 1983
WEST HAVEN	\$235,477.00	\$249,059.00
MERIDEN	\$385,837.00	\$673,876.00
BRISTOL	\$251,690.00	\$714,754.00
GREENWICH	\$375,247.00	\$515,765.00
DANBURY	\$337,640.00	\$464,597.00
NEW BRITAIN	\$779,489.00	\$969,833.00
NORWALK	\$1,104,884.00	\$727,984.00
STAMFORD	\$768,269.00	\$1,410,139.00

TOWNS	RECIPIENTS 1982	RECIPIENTS 1983	RECIPIENTS:POPULATION RATIO 1982
WEST HAVEN	253	237	0.0047463
MERIDEN	359	491	0.0062435
BRISTOL	267	450	0.0046334
GREENWICH	148	226	0.0024849
DANBURY	292	368	0.0047869
NEW BRITAIN	495	609	0.0067766
NORWALK	558	758	0.0071548
STAMFORD	559	777	0.0054606

TOWNS	RECIPIENTS:POPULATION RATIO 1983	POVERTY:POPULATION RATIO
WEST HAVEN	0.0044461	0.091361
MERIDEN	0.0085391	0.072452
BRISTOL	0.0078091	0.058430
GREENWICH	0.0037945	0.032555
DANBURY	0.0060328	0.064475
NEW BRITAIN	0.0083373	0.114820
NORWALK	0.0097192	0.081639
STAMFORD	0.0075901	0.076888

GENERAL ASSISTANCE DATA: TOP 20 TOWNS

TOWNS	POPULATION	MEDIAN INCOME 1979	UNEMPLOYMENT 1982	UNEMPLOYMENT 1983
WATERBURY	103,815	14865	10.4	8.3
NEW HAVEN	126,125	11683	7.6	7.5
HARTFORD	135,495	11513	9.2	8.3
BRIDGEPORT	142,260	13854	10.5	9.1

TOWNS	TOTAL GEN. ASSISTANCE EXPENDITURES 1982	TOTAL GEN. ASSISTANCE EXPENDITURES 1983
WATERBURY	\$3,487,275.00	\$5,079,065.00
NEW HAVEN	\$8,115,543.00	\$8,115,544.00
HARTFORD	\$17,381,492.00	\$23,222,839.00
BRIDGEPORT	\$8,693,014.00	\$12,147,731.00

TOWNS	RECIPIENTS 1982	RECIPIENTS 1983	RECIPIENTS:POPULATION RATIO 1982
WATERBURY	2,566	3,663	0.0247170
NEW HAVEN	3,916	3,663	0.0310486
HARTFORD	6,976	7,445	0.0514853
BRIDGEPORT	4,336	5,317	0.0304794

TOWNS	RECIPIENTS:POPULATION RATIO 1983	POVERTY:POPULATION RATIO
WATERBURY	0.0352839	0.139941
NEW HAVEN	0.0290426	0.214240
HARTFORD	0.0549467	0.241367
BRIDGEPORT	0.0373752	0.199199

APPENDIX K

LEGISLATIVE HISTORY

As early as 1672, Connecticut statutorily mandated that towns support their paupers. The paupers were taken care of in almshouses and were to be given medical treatment if necessary. Paupers included widows and their dependent children, orphans, unemployed single men and women, the medically disabled, emotionally ill and criminally insane, who were all cared for in the same facilities.

In 1873, Connecticut statutorily mandated a group of citizens to visit the almshouses. The Board of Charities, later called the State Board of Charities, began visiting these almshouses in 1881 and found unsanitary conditions, commingling of the sexes and improper adult influences upon children. During this period the state also required that the medically and mentally ill be cared for in separate institutions and partially removed those persons from the responsibility of the towns.

By 1884, 101 of the 167 towns in Connecticut had poorhouses. The statutes also allowed for outdoor relief in which the town could provide financial assistance to people in their own homes.

By 1902, the state provided reimbursement for those paupers who were not considered inhabitants of any town, and for children whose parents could not provide support. Seventeen years later, widows aid was developed whereby the state, county, and town became equally responsible for widows and their children under 16 years of age. In 1921, the Department of Public Welfare was created.

A 1930 law provided that if a person applied for general assistance in one town but came from another, the town where the person originally resided had to reimburse the town that rendered assistance. The rates for reimbursement provided for by law were \$3.00 a week for persons over 14, \$2.00 a week for those between 6 and 14, and \$1.50 per week for those under 6 years of age.

During that same year, the state began to pay up to \$60 to any town that buried a pauper. Further, any town that did not comply with providing such a burial was fined \$25.

With the Social Security Act of 1932, the federal government developed federal support mechanisms for some populations towns had previously supported. The Aid to Families with Dependent Children, Social Security, Workmen's Compensation and Child Welfare programs, transferred large numbers of people from the town's responsibility to that of the state and federal governments. A

1939 state requirement stipulated that any person owning property but needing assistance must agree to having a lien placed on his/her property.

By 1949, the mandated reimbursement rates had increased to \$7 a week for persons over 14, \$6 a week for those between 6 and 14, and \$4 a week for children less than six years of age. Burial reimbursement rates were increased to a maximum of \$100. If towns disagreed about which town was liable for general assistance or the amount of financial responsibility, the case could be referred to the commissioner of welfare for a decision.

In 1953, Public Act 473 brought about major changes in the General Assistance program. First, the act stipulated that the state would reimburse the towns--not only for out-of-state clients or for clients released from state hospitals--but for clients from all towns that applied to the commissioner of welfare for reimbursement of general assistance costs. The rate of reimbursement was on a phone-in schedule as follows: 35 percent from October 1, 1953 to June 30, 1955; 40 percent from July 1, 1955 to June 30, 1957; 45 percent from July 1, 1957 to June 30, 1959, and from July 1, 1959 on, 50 percent.

The act further provided that if the commissioner rejected a claim, a town could appeal to a committee of the General Assembly established under this act to hear such cases. Public Act 473 also made allowances for travel costs, attending witnesses and \$25 in counsel fees, providing that the town won its case.

In 1959, Public Act 35 established fee schedules for medical, dental, and applied services and supplies. Two years later, Public Act 345 required the commissioner of welfare to: establish uniform standards concerning the granting of general assistance, including minimum standards for investigation of eligibility and need, and recommend procedures for record-keeping and other office practices.

Public Act 345 also allowed two or more towns, by vote of their respective legislative bodies, to establish districts for administration of general assistance. This was changed in 1969 under Public Act 730 to areas where the commissioner recommended that regional administration of general assistance was reasonable. However, to this date each town continues to operate and administer general assistance individually.

The rate for state reimbursement to towns which had remained the same from 1959, changed in 1967 with the passage of Public Act 566, when it was increased from 50 to 75 percent. In 1972, Public Act 72-128 increased the rate from 75 percent to 90 percent. This rate has not changed.

In 1975, the General Assembly under Public Act 75-610 required the commissioner of social services to develop a policy manual for general assistance by January 1, 1976.

Probably the most notable recent change to affect general assistance was the adoption of the Mandatory Supported Work, Education and Training (Workfare) program established by Public Act 80-395. The act required towns to place a certain percentage of their able-bodied recipients at work sites to work off their assistance grants. This was not the first experience the state had had in encouraging general assistance clients to become gainfully employed. In 1969, the General Assembly had passed, through Public Act 730, an incentive program whereby a certain portion of the client's income was disregarded for general assistance eligibility. However, the legislature eliminated this incentive earnings program two years later with Special Act 1, Section 17. Other legislative attempts at adopting a mandatory work program for general assistance clients preceded the 1980 legislation. Bills had been raised proposing such programs as far back as 1969, but none had ever passed.

In 1980, however, the Workfare program became law. It basically requires each town to gradually place a percentage of its employable clients at work sites approved by the commissioner of the Department of Income Maintenance. The act became effective on July 1, 1980, with the towns being required to submit their first plans on workfare implementation to the income maintenance department by January 1, 1981.

Several changes have been made to the workfare law since its passage; those having the greatest impact occurred this past legislative session. Public Act 84-168 decreased the maximum percentage of employable clients a town must place on workfare from 85 percent of the case load to two-thirds. The act also restricted the client's ability to participate on workfare while suspended from general assistance.

In 1981, Public Act 81-214 applied a transfer-of-assets provision to the General Assistance program, prohibiting a person from transferring property within two years prior to applying for general assistance.

Another major change affecting general assistance occurred in 1983 with the passage of Public Act 83-575. This act requires all towns to provide as of April 1, 1984, certain medical services and allowed families and medical providers to apply on behalf of the client, within a set period after the beginning of medical treatment. The act also requires the Department of Income Maintenance to develop regulations for the implementation of the new medical assistance law.

APPENDIX L

W - 1250 REV. 7-83

APPLICATION FOR GENERAL ASSISTANCE

1. UPDATE CODE A=Add C=Change		2. TOWN CODE		3. CASE NUMBER				4. CASE WORKER		5. TODAY'S DATE MONTH DAY YEAR									
6. LAST NAME								7. FIRST NAME				8. M.I.		9. SOCIAL SECURITY NO.					
10. ADDRESS (Street, City):																			
11. TELEPHONE				12. BIRTHDATE MONTH DAY YEAR		13. SEX (M/F)		14. RACE (A,B,W,P,H,O,X)		15. U.S. CITIZEN (Y/N)		16. ALIEN STATUS		17. U.S. ENTRY DATE MONTH DAY YEAR		18. TIME IN TOWN YEARS MONTHS		19. TIME IN STATE YEARS MONTHS	
20. EDUCATION YEARS		21. OCCUPATION (W,B,F,S,N)		22. EMPL. TERM. REASON (F,L,Q,E,S,X)		23. TERMINATION DATE MONTH DAY YEAR		24. POSITION HELD											
25. EMPLOYER'S NAME						26. EMPLOYER'S ADDRESS (Street, City, State)													
27. MARITAL STATUS (N,M,D,S,W)		28. SPOUSE NAME						29. SPOUSE ADDRESS (Street, City, State)											
30. SPOUSE SOCIAL SECURITY NO.				31. SPOUSE BIRTHDATE MONTH DAY YEAR		32. SPOUSE MARRIAGE DATE MONTH DAY YEAR		33. MARRIAGE PLACE											
34. STATE AWARD (N,P,G,D)		35. TITLE XIX (N,P,G,D)		36. SSI (N,P,G,D)		37. RESOURCES (1.)		38. STATUS (1) (P,G,D)		39. RESOURCES (2.)		40. STATUS (2.) (P,G,D)							
41. ASSIST SIZE		42. TYPE CASE (I/F)		43. NEW/REAPPL (N,R,A)		44. TYPE APPL (M,F,X,B,H)		45. REQUEST DATE MONTH DAY YEAR		46. APPLICATION DISPOSITION (W,R,D,G,P)		47. APPL. DISP. DATE MONTH DAY YEAR		48. G.A. EFFECTIVE DATE MONTH DAY YEAR					

CODE DEFINITIONS

13. SEX
M=Male
F=Female
14. RACE
A=American Indian
B=Black
W=White
P=Puerto Rican
H=Other Hispanic
O=Oriental (Including Indo-Chinese)
X=Other
15. U.S. CITIZEN
Y=Yes
N=No
16. ALIEN STATUS
Permanent resident or type of refugee:
I=Immigrant (Permanent resident)
N=Non-Immigrant (Student, Visitor-Visa)
R=Refugee (Also include country code)
Country codes:
01=Cuban
02=Cambodian
03=Vietnamese
04=Laotian
05=Haitian
99=Other
21. OCCUPATION
B=Blue collar
W=White collar
F=Farm worker
S=Service worker
N=Never employed
22. EMPL. TERM. REASON
F=Fired
Q=Quit
L=Laid off
E=Still employed
S=On strike
X=Other
27. MARITAL STATUS
N=Never Married
M=Married
D=Divorced
S=Separated
W=Widowed
34. STATE AWARD STATUS
35. TITLE XIX STATUS
36. SSI STATUS
N=None
P=Pending
G=Granted
D=Denied/Disallowed
37. 39. OTHER - RESOURCES
R=Legally liable relative
N=Non-legally liable relative
U=Unemployment compensation
L=Law suit
W=Workers' compensation
T=Tax Refund
M=Medical insurance
V=V.A. Benefits
S=Social Security Benefits
X=Other
38. 40. RESOURCES - STATUS
P=Pending
G=Granted
D=Denied/Disallowed
41. ASSIST. SIZE
Total number of people in assistance group
42. TYPE CASE
I=Individual
F=Family
43. NEW - REAPPLICATION
N=New application (Never on GA in CT)
R=Reapplication (Previously on GA in CT)
A=Annual Review
44. TYPE APPLICATION
M=Medical only
F=Financial only
X=Financial & Medical
B=Burial
H=Hospital referral
46. APPLICATION DISPOSITION
W=Withdrawn at applicants request
R=Denied, refused to participate in workfare
D=Denied, other
G=Granted
P=Hospital referral pending

PLEASE RETURN DIM COPY TO:

General Assistance Unit
State of Connecticut
Department of Income Maintenance
110 Bartholomew Avenue
Hartford, CT 06106

CONNECTICUT STATE DEPT. OF INCOME MAINTENANCE

W-1255 REV 3/83

APPENDIX M

NOTICE OF ACTION FOR GENERAL ASSISTANCE

1. UPDATE CODE N		2. TOWN CODE		3. CASE NUMBER		4. CASE WORKER		5. NOTICE DATE MONTH DAY YEAR									
6. LAST NAME						7. FIRST NAME						8. M.I.		9. SOCIAL SECURITY NO.			
10. ADDRESS (Street, City)								11. TELEPHONE				12. TYPE CASE		13. ASSIST SIZE		14. METHOD OF PAYMENT	

SECTION I - ACTION TAKEN		SECTION II - WORKFARE ASSIGNMENT		SECTION III - BUDGET AND PAYMENTS—For the Period _____ TO _____																																																																									
15. DATE OF REQUEST FOR ASSISTANCE MONTH DAY YEAR		23. WORKFARE STATUS 1=Employable, assigned to participate <input type="checkbox"/> 2=Employable, not assigned to participate. 3=Participation not required, pending State or Federal Assistance. 4=Participation not required, employed full time. 5=Unemployable, under 16 or over 65. 6=Unemployable, care of spouse or child wholly incapacitated. 7=Unemployable, care of children under 6. 8=Unemployable, mental or physical incapacity. 9=Unemployable, attending High School. 0=Unemployable, Drug/Alcohol condition.		Payments being made in your behalf by voucher are shown by the letter "V" in the appropriate block.																																																																									
16. TYPE APPL M=Medical only <input type="checkbox"/> F=Financial only X=Financial & Medical B=Burial H=Hospital referral		24. WORKFARE REASON (For employables required to participate in workfare) 1=Entering labor market for first time 2=Re-entering labor market from unemployed status 3=Laid off-lack of work 4=Laid off-Season work 5=Fired-discharged 6=Quit job-left work voluntarily 7=On strike		<table border="1" style="width:100%; border-collapse: collapse;"> <tr> <th colspan="2">MONTHLY NEEDS</th> <th colspan="2">MONTHLY INCOME</th> </tr> <tr> <td>31. FOOD</td> <td></td> <td>43. Earned Income</td> <td></td> </tr> <tr> <td>32. Personal Incidentals</td> <td></td> <td>44. Other (Specify)</td> <td></td> </tr> <tr> <td>33. Household Supplies</td> <td></td> <td>1.</td> <td></td> </tr> <tr> <td>34.</td> <td></td> <td>2.</td> <td></td> </tr> <tr> <td>35. Shelter</td> <td></td> <td>3.</td> <td></td> </tr> <tr> <td>36. Heat</td> <td></td> <td>4.</td> <td></td> </tr> <tr> <td>37. Heat for water</td> <td></td> <td>45. Total income</td> <td></td> </tr> <tr> <td>38. Cooking fuel</td> <td></td> <td>46. Minus Wkg. Exp.</td> <td></td> </tr> <tr> <td>39. Electricity</td> <td></td> <td>47. Applied Income</td> <td></td> </tr> <tr> <td>40. Clothing</td> <td></td> <td>48. TOTAL NEEDS</td> <td></td> </tr> <tr> <td>41. Other (Specify)</td> <td></td> <td>49. - Applied Income</td> <td></td> </tr> <tr> <td>1.</td> <td></td> <td>50. Deficit/Excess</td> <td></td> </tr> <tr> <td>2.</td> <td></td> <td colspan="2" style="text-align: center;">PAYMENTS</td> </tr> <tr> <td>3.</td> <td></td> <td>51. Monthly</td> <td></td> </tr> <tr> <td>4.</td> <td></td> <td>52. Semi-monthly</td> <td></td> </tr> <tr> <td>42. TOTAL NEEDS</td> <td></td> <td>53. Weekly</td> <td></td> </tr> <tr> <td></td> <td></td> <td>54. Daily</td> <td></td> </tr> </table>		MONTHLY NEEDS		MONTHLY INCOME		31. FOOD		43. Earned Income		32. Personal Incidentals		44. Other (Specify)		33. Household Supplies		1.		34.		2.		35. Shelter		3.		36. Heat		4.		37. Heat for water		45. Total income		38. Cooking fuel		46. Minus Wkg. Exp.		39. Electricity		47. Applied Income		40. Clothing		48. TOTAL NEEDS		41. Other (Specify)		49. - Applied Income		1.		50. Deficit/Excess		2.		PAYMENTS		3.		51. Monthly		4.		52. Semi-monthly		42. TOTAL NEEDS		53. Weekly				54. Daily	
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		54. Daily																																																																											
17. APPLICATION DISPOSITION W=Withdrawn at your request <input type="checkbox"/> R=Denied, refused to participate workfare D=Denied, other G=Granted P=Hospital referral pending		25. ASSIGNMENT TYPE 1=Town site <input type="checkbox"/> 2=State site 3=Non-profit site 4=Work training/(On the job) 5=Work readiness 6=Rehabilitation 7=Education program 8=Training program (Public) 9=Training program (Private)		55. Payments will be G=Granted, financial & medical. <input type="checkbox"/> I=Increased M=Granted, medical only D=Decreased R=Reinstated S=Financial suspended, medical continued X=Financial & Medical discontinued Y=Financial discontinued, medical continued																																																																									
18. APPLICATION DISPOSITION DATE MONTH DAY YEAR		26. SITE NUMBER 		56. EFFECTIVE DATE MONTH DAY YEAR																																																																									
19. CASE DISPOSITION X=Discontinued <input type="checkbox"/> A=Activated/reinstated S=Suspended C=Conditionally reinstated during workfare penalty.		27. INCENTIVE GRANT (Y/N) <input type="checkbox"/>		57. MODIFY AWARD from amount																																																																									
20. EFFECTIVE DATE MONTH DAY YEAR		28. REQUIRED HOURS PER WEEK WITHOUT INCENTIVE 		58. to amount																																																																									
21. WORKFARE PENALTY 3=Suspended—30 day penalty period <input type="checkbox"/> 6=Suspended—60 day penalty period 9=Suspended—90 day penalty period		29. REQUIRED HOURS PER WEEK WITH INCENTIVE 		59. Issue supplemental/vendor payment in the amount of																																																																									
22. CLOSE CODE 1=Found employment/on own <input type="checkbox"/> 2=Found employment/ thru workfare 3=Found employment/ other 4=Moved out of town 5=Granted State Aid (AFDC, Title XIX) 6=Granted Federal Aid (SSA, SSI) 7=Terminated, non-compliance workfare 8=Terminated, non-compliance, other 9=Lack of contact 0=Other		30. EFFECTIVE DATE MONTH DAY YEAR		60. PAYMENT DATE MONTH DAY YEAR																																																																									

SECTION IV — EXPLANATION OF THE BUDGET
All the items of need available through the General Assistance Program have been identified, discussed and considered in computing applicants/recipients budget. The local Welfare Office has provided a copy of "Questions and Answers about General Assistance." The information on the back of this form has been discussed, identified and clarified.

SIGNATURE, APPLICANT/RECIPIENT	DATE
SIGNATURE, LOCAL WELFARE OFFICIAL	DATE

SECTION V-Explanation(s) Authority for decision.

APPENDIX N

Department of Income Maintenance's Response to the Program Review and Investigations Committee's Staff Recommendations

[Note: Included in this appendix are the Department of Income Maintenance's comments on the program review committee's initial staff report. Several changes were made by the committee prior to the report being finalized, and hence there are some discrepancies between the department's comments and the information contained in this report.]

DIM Comments on LPR and IC Report on

General Assistance in Connecticut

General

The General Assistance program represents an especially difficult challenge for two reasons: first; the rapid growth of the program in a very short period of time, and second, the unique relationship of the Department to this program, in that we do not administer the program as we do every other program under our charge. LPR & IC notes both of these as factors in its analysis of GA.

One initiative which is not part of the LPR & IC report is the decision on our part to seek consultative help in determining reasons for the phenomenal growth in GA. There have been several suggestions offered, while so little hard data exists to establish with any validity what has occurred. We are now preparing an RFP and expect a final report to be issued by February, 1985.

A. Recommendation: The Department of Income Maintenance shall rewrite the general assistance manual by July 1, 1986. This manual shall be written based on a standard of plain language similar to that described in Section 42-152 and Chapter 676a of the CGS. The manual shall include: an index for frequent referencing and a separate section or manual describing specific procedures to follow in order for policy to be clarified.

Comment: We agree with this finding and are beginning this very important major project.

B. Recommendation:

The General assistance unit should: conduct a periodic social security match of those on general assistance in each town; document policy and procedural questions raised via telephone and office visits by local welfare staff; and analyze results of fair hearings and audits.

DIM shall have the statutory authority to conduct audits of all General Assistance programs in the towns. The audit program shall be implemented through regulations and include the following functions:

- ° an independent verification of motor vehicles, unemployment compensation, and registration with the Connecticut State Employment Service using records at the Department of Labor and the Department of Motor Vehicles;
- ° A financial review of each town's accounts;
- ° the selection and sampling methodology for choosing cases to be reviewed in each town and;
- ° a case review of compliance with significant eligibility and workfare regulations.

The general assistance unit should develop a system to rectify the problems identified in the analysis of data from town questions, fair hearings and audits. A corrective action system that identifies the need for policy--regulation changes, clearer procedural explanations and training programs should be instituted.

DIM shall be given statutory authority to implement the current program providing for sanctions to be imposed against towns that are found in noncompliance as a result of an audit.

Comments:

We have the capability to perform limited cross-matching of social security numbers of recipients among different towns and we are presently developing a computer program that will produce quarterly reports.

We agree that we need a more formal central documentation of policy/ procedural interpretations given and of fair hearing decisions rendered.

In the area of audits, we are not sure statutory authority is required, but we do not object to a statute. We do have in our MP&E unit a written description of the statistical methodology for audits. In addition, it is understood that audits will be performed according to generally accepted auditing standards prescribed by professional authoritative bodies.

While we generally support the recommendation that there be statutory authority to sanction towns based on noncompliance with policy for administering the program, further consideration needs to be given to the appropriate role of the towns in the administration of the program.

The recommendation on Corrective Action has major implications. Implementation, we believe, would drastically change our role in the program, and as is noted in the report, we are studying what that role should be. We believe it premature to begin an effort of the scope needed to require and monitor Corrective Action Plans until we have a policy decision on what we should be doing in General Assistance. As an administrative issue, this would require substantial additional resources.

C. Recommendation:

The Department of Income Maintenance shall develop formal training programs that local welfare administrators and direct service staff shall be required to attend. This program shall consist of:

- ° a minimum of 40 hours of training for the new staff and administrators within the first six months of beginning in the position;
- ° twenty hours of training yearly for the current local welfare officers, including a review of current and new state policies and;

- ° specific training sessions shall be held within three months of implementation of major policy changes.

Comments.

We agree that training GA administrators is important. We are pleased that our training unit will add a professional trainer specifically to conduct, oversee and coordinate training programs in General Assistance. In addition, the General Assistance consultants will continue to provide training to local administrators.

We have some concern about the specific hours suggested. First, we return again to the question of "what is the proper role for DIM in GA." The extensive training recommended places us in an extremely "hands on", active role, which is not the function we have been asked to serve in the past. In addition, the number of hours suggested totals approximately 4400 person hours per year.

D. Recommendation:

The Department of Income Maintenance prepare and issue an annual report to the General Assembly, each of the towns in the state, and any person of the general public who requests it. The report should be issued each February, and contain, in addition to staff and budget information, a summary of the activities for the previous year, goals and objectives of the unit for the upcoming year, general assistance data, and analysis on trends in the program.

Comments:

We are willing to issue annual reports (we now issue a Workfare report each May). However, it would be more relevant to issue the report in September for the previous fiscal year.

E. Recommendation:

The State assume responsibility for all hospital referral cases under the General Assistance program.

Comments:

This is a major, substantive recommendation. It also raises the fundamental question about the proper role for the State to play in General Assistance.

We recognize that hospital admissions for medically indigent non GA recipients are extremely difficult for towns. The recent legislation will most likely cause additional work for the towns in this area. We agree that there is much to be gained from a State assumption of this function and are willing to pursue it further. Several questions come to mind, which were not specifically mentioned in the report.

- ° is statutory change required (we believe so)
- ° we believe the staffing suggested is low, given the amount of "leg work" required

- ° would the State pay 100%, or would the town still be liable for 10%
- ° we would need computer support in order to manage such an effort

F. Recommendation:

DIM shall institute a two-part flat-grant payment system for providing general assistance to clients replacing the current system:

- ° one part shall consist of payments for living expenses and;
- ° one part shall consist of payments for rental expenses.

Either part may be granted on an as-needed basis, but when granted must be granted in its entirety. Income and other available resources will continue to be subtracted from the grant. DIM shall develop a three region weighted payment system for the State based upon each region's cost-of-living. The flat-grant shall be determined by the weighted payment system.

Towns, with DIM's approval, may provide emergency expenses for clients in need.

Comments:

Implementation of this recommendation would have a significant fiscal impact and also directly relates to the overall issue of state administration of the G.A. program. In addition, it should be noted that many towns would oppose imposition of a flat grant.

G. Recommendation:

The commissioner of the Department of Income Maintenance shall be given statutory authority to grant administrative waivers regarding general assistance. The procedures for granting of waivers shall be established in regulation, and such waivers shall be case-specific and shall not apply to basic eligibility requirements. Further, the department shall inform all towns in writing, on at least quarterly basis, of all types of administrative waivers granted for that period. Comments:

We do not believe it best to elaborate in law or regulations a process we feel is largely not a good vehicle for administering a program.

We agree that waivers should be given on a case by case basis, and not on a town-wide basis. We also agree that basic eligibility requirements should not be waived.

We believe the best approach is to design a program which makes the need for waivers minimal at worst, and non-existent at best. We have started to examine issues where waivers are requested, and either to change the basic policy

if warranted or to adhere to that policy if change is not justified. A policy which needs to be waived should be changed. A procedure which creates problems should be rectified on a formal basis.

The fact that waivers can be given only upon request further sets up a situation where some recipients are treated inequitably (if their town chooses not to request a waiver) and where some towns are penalized in that ~~that~~ they have not requested a waiver, while another town has asked and received a waiver on the same issue.

H. Recommendation:

The Department of Income Maintenance should allocate staff with specialized skills and specified job descriptions to enable the general assistance program to fulfill the following additional functions:

- ° timely development of regulations;
- ° adequate training of local welfare administrators and staff;
- ° research and analysis of data and technical program effectiveness;
- ° expert organizational consultation to the administrators of local welfare programs to facilitate organizational change necessitated by regulation and statutory mandates.

Comments:

We agree with this suggestion. We have taken some clear steps in this direction

- ° hiring of a trainer;
- ° use of consulting help to analyze historical pattern;
- ° MP&E is working with the GA unit to assess GA data needs and to evaluate current data system ability to meet those needs. Specific LPR&I Committee questions will be included in this effort.

However, to fully comply, we believe significant increases to the G.A. Unit staff are necessary. In addition, we need to assess the basic issue of the proper role DIM should play in the program.

I. Recommendation:

The GA unit should examine all eligibility criteria and procedures and eliminate those that are obsolete or unworkable.

Comments:

We agree with this finding and are beginning to do this, as part of the manual rewrite.